LAO PDR EVALUATION REPORT

United Nations Development Assistance Framework 2012-2016

The United Nations in the Lao PDR

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Acronyms

AIDS: Acquired Immunodeficiency Syndrome

ARV: Anti-Retro Viral

AWP: Annual Work Plan

CBO: Community Based Organization

CCM: Convention on Cluster Munitions

CEB: Chief Executives Board

CEDAW: Convention on the Elimination of All Forms of Discrimination against Women

CPC: Committee for Planning and Cooperation

CRC: Committee on the Rights of the Child

CSO: Civil Society Organizations

DIC: Department of International Cooperation of MPI

DHUP: Department of Housing and Urban Planning of MPWT

DHS: Demographic and Health Surveys

DLF: Department of Livestock and Fisheries of MAF

DoA: Department of Agriculture

DoI: Department of Industry of MOIC

DoF: Department of Forestry of MAF

DoS: Department of Statistics / National Statistics Bureau

DPWT: Department of Public Works and Transport

EFA: Education for All

EMIS: Education Management Information System

EmONC

EMP: Environment Management Plan

FDI: Foreign Direct Investment

FFS: Farmer's Field School

FMM: Financial Monitoring Matrix

FTI: Fast Track Initiative

GAPR: Global AIDS Progress Report

GBV: Gender Based Violence

GEWE: Gender Equality and Women's Empowerment

GM: Gender Mainstreaming

GDP: Gross Domestic Product

GF = GFATM: Global Fund to Fight HIV/AIDS, Tubeculosis and Malaria

GIZ: Deutsche Gesellschaft für Internationale Zusammenarbeit (German Agency for International Cooperation)

GoL: Government of the Lao PDR

GPAR: Governance and Public Administration Reform

HDR: Human Development Report

HIV: Human Immunodeficiency Virus

HMIS: Health Management Information System

HSDP: Health System Development Programme

IASC: Inter-Agency Standing Committee on Emergency and Disaster preparedness and response

IMM: Indicator Monitoring Matrix

INGO: International Non-Governmental Organisation

IP: Implementing Partner

IPM: Integrated Pest Management

IPD: Investment Promotion Department of MPI

IRIS: International Recommendations for Industrial Statistics

ITC: International Trade Centre

IYCF: Infant and Young Child Feeding

JCAS: UN Joint Communication and Advocacy Strategy 2012-2015

JUNT: Joint UN Team on HIV/AIDS

Lao NCAW: Lao National Commission for the Advancement of Women

Lao PDR: The Lao People's Democratic Republic

LBA: Lao Bar Association

LCDC: Lao National Commission for Drug Control and Supervision

LFTU: Lao Federation of Trade Unions

LNCCI: Lao National Chamber of Commerce and Industry

LNP+: Laos Network of PLHIV

LNTA: Lao National Tourism Administration, PMO

LSIS: Lao Social Indicator Survey

LWU: Lao Women's Union

LYAP: Lao Youth Action for AIDS/HIV Programme

LYU: Lao Youth Union

M&E: Monitoring and Evaluation

MAF: Ministry of Agriculture and Forestry

MDGs: Millennium Development Goals

MEM: Ministry of Energy and Mines

MIC: Ministry of Information and Culture

MICS: Multi Indicator Cluster Survey

MNCHN: Maternal, Neonatal and Child Health and Nutrition

MNRE: Ministry of Natural Resources and Environment MOD: Ministry of Defence

MOES: Ministry of Education and Sports

MOF: Ministry of Finance

MOFA: Ministry of Foreign Affairs

MOH: Ministry of Health

MOHA: Ministry of Home Affairs

MOIC: Ministry of Industry and Commerce

MOJ: Ministry of Justice

MOLSW: Ministry of Labour and Social Welfare

MOPS: Ministry of Public Security

MoV: Means of Verification

MPI: Ministry of Planning and Investment

MPWT: Ministry of Public Works and Transport MRC: Mekong River Commission

NA: National Assembly

NCAW: National Commission for the Advancement of Women

NCCA: National Committee for the Control of AIDS

NDMC: National Disaster Management Committee

NDMO: National Disaster Management Office

NGO: Non-Governmental Organisation

NNS/NPAN: National Nutrition Strategy and National Plan of Action for Nutrition

NRA: National Regulatory Authority on UXO

NSAP_15: National Strategy and Action Plan on HIV/AIDS/STI 2011-2015

NSC: National Statistics Centre

NSEDP: National Socio-Economic Development Plan

NTFP: Non-Timber Forest Products

NUoL: National University of Lao PDR

ODA: Official Development Assistance

OMT: UN Operations Management Team

ORC: Office of the United Nations Resident Coordinator

PLHIV: People Living with HIV PMO: Prime Minister's Office PSC: People's Supreme Court

PMTCT: Protection against Mother to Child Transmission

RC: United Nations Resident Coordinator

RTM: Round Table Meeting

RTP: Round Table Process

SBAA: Standard Basic Assistance Agreement

SIA: State Inspection Authority

SME: Small and Medium Sized Enterprise

SMEPDO: Small and Medium Sized Enterprise Promotion and Development Office of MOIC

SMP: Social Management Plan

STI: Sexually Transmitted Infections

SWGs: Sector Working Groups

TB: Tuberculosis

TBC: to be confirmed

TPPD: Department of Trade Promotion and Product Development (TPPD), MOIC

TWG: Technical Working Group

TWGDM: Technical Working Group on Disaster Management

UN: United Nations

UNCAC: UN Convention against Corruption

UNCG: United Nations Communication Group

UNCT: United Nations Country Team

UNDAF: United Nations Development Assistance Framework

UNDG: United Nations Development Group

UNEDAP; United Nations Evaluation Development Group for Asia and the Pacific

UNGASS: United Nations General Assembly Special Session (UNGASS) on the World Drug Problem

UNPF: United Nations Partnership Framework

UPR: Universal Periodic Review – on Human Rights

UXO: Unexploded Ordnance

VDCAP: Vientiane Declaration and Country Action Plan

UN Country Team and broader UN system in Lao PDR

ESCAP: United Nations Economic and Social Commission for Asia and the Pacific

FAO: Food and Agriculture Organisation

IFAD: International Fund for Agriculture Development

ILO: International Labour Organisation

IOM: International Organization for Migration

OHCHR: Office of High Commissioner for Human Rights

UNAIDS: United Nations Programme on HIV/AIDS

UNCDF: United Nations Capital Development Fund

UNCTAD: United Nations Conference on Trade and Development

UNDP: United Nations Development Programme

UNEP: United Nations Environment Programme

UNESCO: United Nations Educational, Scientific and Cultural Organisation

UNFPA: United Nations Population Fund

UN-Habitat: United Nations Human Settlements Programme

UNIAP: United Nations Inter-Agency Project on Human Trafficking

UNHCR: United Nations High Commissioner for Refugees

UNICEF: United Nations Children's Fund

UNICRI: United Nations Interregional Crime and Justice Research Institute

UNIDO: United Nations Industrial Development Organization

UNODC: United Nations Office on Drugs and Crime

UNV: United Nations Volunteers

WFP: World Food Programme

WHO: World Health Organisation

ADB: Asian Development Bank

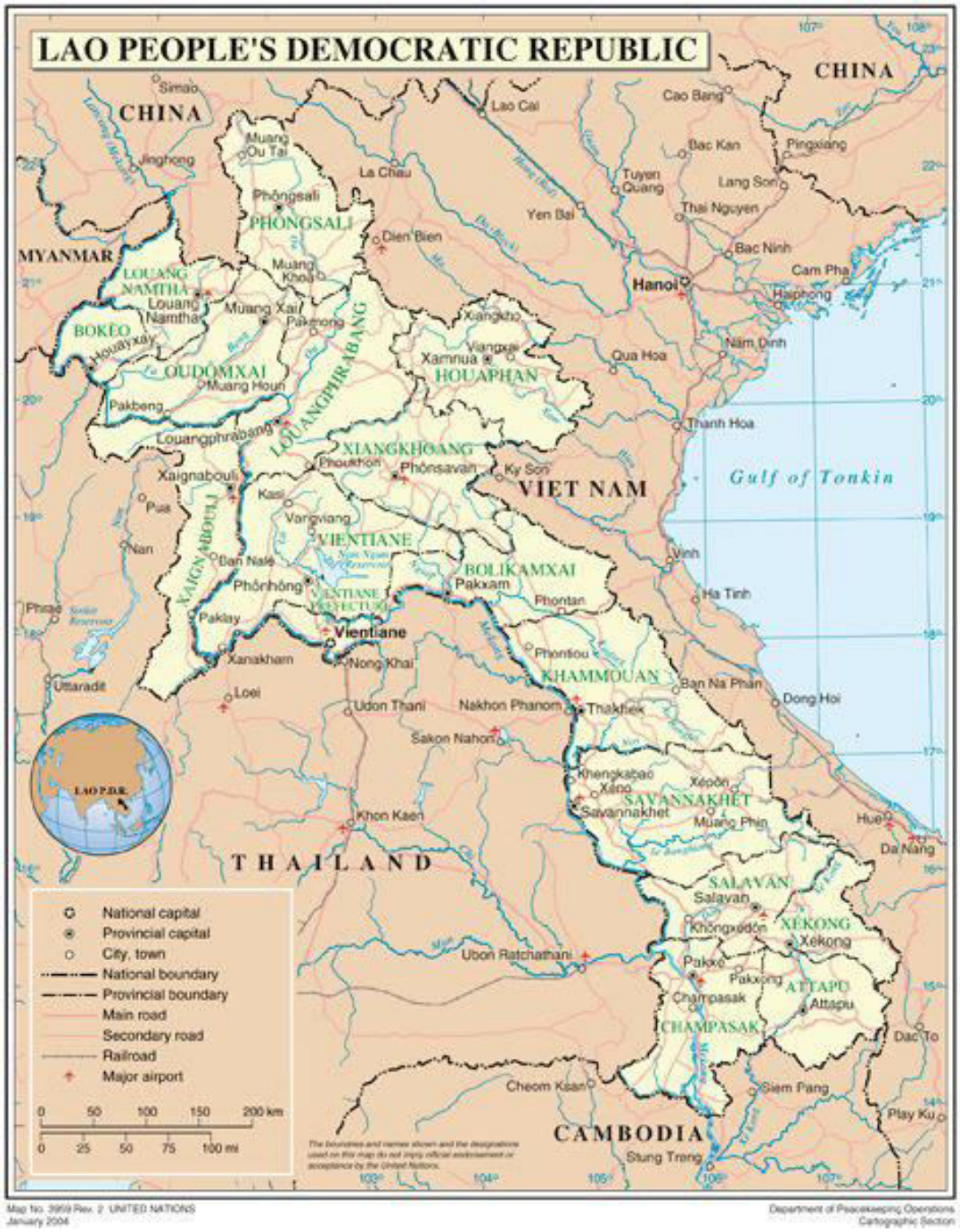

Figure 1: Map of Lao PDR

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    - Representatives of Government Ministries and Departments (national and provincial / district, and counterpart organisations for UN system support (see Annex 3.1 sections 2.1 and 2.2)
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    - Members of the UN Outcome Groups (Annex 3.3), and for their completion of the Outcome and Output Performance Matrices and verifying the information in the Indicator Monitoring Matrix;
    - Representatives of Development Partners, International NGOs (INGOs), Not-for-Profit Associations (NPAs); (See Annex 3, Sections 3 and 4)
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Executive Summary

Context

The UNDAF Action Plan for Lao PDR was approved in July 2012 to cover the period 2012 – 2015, and was extended in 2014 with the agreement of the Government by one year, to December 2016 to align with 8th NSEDP planning. The UNDAF was designed to provide an overall framework of UN system support to the 7th National Economic and Social Development Plan (2011 – 2015).

In accordance with current procedures, an Evaluation of this UNDAF was agreed upon by the UN Country Team in early 2015 and was carried out in June 2015, and a final report submitted in October 2015.

Purpose

The evaluation attempts to provide responses to 38 questions given in the Terms of Reference (Annex 1), which are broken down into the following headings:

A. Purpose (3 questions)

B. Objectives (7 questions)

C. Scope, Evaluation Criteria and Evaluation questions

C.1 Relevance (5)

C.2 Effectiveness (13)

C.3 Sustainability (10)

These responses should also draw out lessons learned, challenges, conclusions and recommendations.

Intended audience of the report

The intended audiences of the report are:

1) The UN Country Team and the agencies and staff they represent;
2) The Government of Lao PDR and the ministries to which the UN is providing support;
3) Development Partners (multi-lateral, bilateral and non-governmental) with which the UN system collaborates in the delivery of its assistance.

Process and methodology

The UNDAF evaluation process involved a number of elements:

Desk review of documents received before and during the mission (see Annex 2). This included draft reports of evaluation missions which were being carried out simultaneously, and relating to: the FAO Country Programme (Outcome 5), the UNICEF WASH programme, Unexploded Ordinance (UXO) Programme, and the IFAD Rural Livelihoods Improvement Programme. Draft reports were received only from the FAO CP evaluation.

Meetings with stakeholders: Representatives of UN agencies, Government (both national and provincial/district), Bilateral and Multilateral Development Partners and International Non-

Government Organisations (INGOs), Outcome Groups, the Monitoring and Evaluation Working Group (M&E WG),as suggested in the ToR; a total of 213 people were met through at least 55 meetings;

Site visit to Oudomxay Province (23-24 June) to meet national stakeholders and visit projects supported by UNDP (support to provincial government, community radio), UNFPA (maternal and child health training), UNICEF (vaccination and nutrition), WFP (nutrition);

Development of tools to assist in analysis. These included (i) **Outcome Results Summaries (ORS)** (See Annex 5) designed to provide narrative background to the information given in the IMMs. These included baseline information given in the UNDAF document (pages 14 – 24), with planned and/or delivered results derived from the Results Matrix and UNDAF reviews; (ii) an "**Indicator Monitoring Matrix" (IMM)** (see Annex 6) to assist in assessing rates of achievement of Outcome and Output Performance Indicators, on the basis of tables prepared by each of the ten Outcome Groups (OGs); (iii) a **Financial Monitoring Matrix (FMM)** (see Annex 7) to assist in assessing planned and delivered resource distribution and trends by outcome, agency, modes of implementation, and (iv) Use of ***Gender Scorecard exercise*** to analyze UNCT and UN system compliance with gender mainstreaming criteria, with tools and recommendations developed accordingly.

Findings

In addition to answering questions relating to A. Purpose (3 questions) and B. Objectives (7 questions, the evaluation was tasked with assessing UN support from three main perspectives, by addressing a total of 28 questions: Relevance to national priorities (5 questions), Effectiveness in achieving targeted outputs (13 questions), and Sustainability in building long-term capacity (10 questions). In addition, the mission carried out a Gender Scorecard exercise to assess the extent to which the UN system was responding to gender mainstreaming requirements for the promotion of gender equality and the empowerment of women.

In response to the above, the evaluation came to the following conclusions:

1. Relevance: Through a comparison of the main policy thrusts of the 7th NSEDP and the main UNDAF Outcome priority areas, the Evaluation confirmed that the planned UN support given in the UNDAF is relevant and aligned to the main national priorities. In addition, it noted that the individual UN agency Country Programmes reviewed were also relevant to those national priorities corresponding to their mandates. Some of their agency priorities were also aligned with UNDAF Outcomes, while others focused on agency-specific priorities. Individual projects were supportive of some of the broad UNDAF Outcome areas and individual outputs, as well as internationally agreed goals, conventions, norms and standards.
2. Effectiveness: By comparing results achieved in relation to UNDAF outcome and output indicators, the evaluation developed a "traffic light" system to rate performance, using an "Indicator Monitoring Matrix" (IMM) (Annex 6), which showed that (i) Of the 68 **Outcome indicators**, 19 (27.9%) had been achieved, 17 (25%) were on track, 13 (19.2% had not yet been achieved, and 19 (27.9%) did not provide data on which an assessment could be made; (ii) Of the 220 **Output indicators**, 68 (30.9%) had been achieved, 68 (30.9%) were on track to being achieved, 28 (12.7%) had not yet been achieved, and 56 (25.3) did not have enough data on which to make an assessment. The evaluation also reviewed substantive results on the basis of the evidence given in "Outcome Results Summaries" (ORS) (Annex 4), documentation review and stakeholder meetings which are summarized in chapter 4.1.

The Evaluation also attempted to assess[1] the relative impact and effectiveness of those outputs supported either by more than one agency (multi-agency support through "joint programmes" or joint programming) (planned 48.1%), or by a single agency (planned 51.9%). It was evident that that UNDAF purposes of coordinated UN system support would have been enhanced with strengthened planning and collaborative arrangements, particularly with the aid of effective Outcome Groups, as well as analysis and reporting.

It should be noted that despite the relatively high rate of planned joint initiatives (ref. 1. Above and in para below on 1. UNDAF design), the number of actual joint initiatives carried out, and of their results, was difficult to ascertain due to the lack of reporting on this subject. This clearly points to the need for more rigorous monitoring of the extent and impact of joint as opposed to single agency support, and of the effectiveness of joint modalities. Furthermore, given that the UNDAF is based on the premise that the UN should achieve much more if it can work better together, the need to provide evidence of joint collaboration, and of the results of the various modalities used, is highlighted all the more.

3. Sustainability: By reviewing the extent to which outputs related to a series of sustainability criteria, the evaluation considered that the UN system had indeed succeeded in providing support to key requirements for longer-term development after the completion of UN support. These criteria related to the establishment or the strengthening of national capacity; the formulation of regional and sectoral policies, plans and programmes; the drafting of legislation to support key policies; administrative systems and procedures; the training of personnel; the establishment of information systems and data bases; the application of international norms and principles, and the mobilization of financial and technical resources.

4. Gender equality and the empowerment of women: The Gender Scorecard results showed that[2] the UNCT in Lao PDR approaches the minimum standards and meets or exceeds the global averages for gender mainstreaming processes in three areas: 1) Planning (3.3), 2) Decision-making (4) and 3) Quality control/accountability (3). However, the UNCT fell below both the minimum standards and global averages for the other five dimension areas of 1) Programming (3.1), 2) Partnerships (2.3), 3) UN capacities (2.7), 4) Budgeting (1.5), 5) Monitoring and evaluation (2).

5. Substantive results: The Outcome Results Summaries (ORS) given in Annex 4 are an attempt to bring together relevant information on Context and rationale; Alignment with national policies; UN support response; Joint programming arrangements; Resource mobilization and delivery; overall assessment; Management and coordination arrangements; Lessons learned and Recommendations. ORSs were prepared only for those Outcomes included in the evaluation, (i.e. excluding Outcomes 7 Natural resources, 8. Mitigation of climate change and Natural disaster vulnerabilities, and 9 UXO), with Outcome 6 HIV/AIDs included in Outcome 4. Health. Summaries of the main results by Outcome are given in chapter 4.1, with corresponding recommendations given in chapter 5.

6. Management: The evaluation noted that for the first three years of the UNDAF, the management mechanisms identified in the UNDAF document (Chapter VI, page 37) were weak. Systematic monitoring and support to the UNDAF received low priority, Outcome Groups had a mixed record, with most falling into disuse until they were reanimated and restructured during 2015, and

[1] Ref 3.B.1 3.B.1 Effectiveness of inter-agency cooperation, and Table s 3 and 4.

[2] The findings presented below reflect the average score in each dimension. Scores were based on a 0-5 rating system, with five representing the highest rating and zero representing the lowest. The universal target for all dimensions is four or above, as set by the UNDG. A rating of four is defined as 'meets minimum standards'. Some dimensions have as many as five indicators, so average scores may conceal variability within dimensions. All average scores have been rounded to the nearest one-tenth. Refer to Annex A for full explanation and rating of each indicator.

evidence of reporting at outcome and output level inadequate. However, this situation changed during in 2014 with the arrival of the new RC, when increased priority and strengthened mechanisms were established, especially through the RC Office, the M & E Working Group and strengthened and reorganized Outcome Groups.

Conclusions, Lessons learned and Recommendations

For ease of reference, Conclusions, Lessons Learned and Recommendations are given in a single matrix in Chapter 5 with respect to the following themes:

1. UNDAF design. The evaluation describes issues relating to UNDAF prioritization, its narrative text, the Results Matrix, the Outcomes design, Output design, programme and project design, UNDAF documentation and links with UN agency country programmes. While the purpose of the UNDAF was to promote inter-agency collaboration, it was satisfactory to note that nearly half (48/1%) of all outputs envisaged support from more than one agency, either under a "joint programme" or "multi-agency support" (more than one agency), and 51.9% involved just one agency[3]. However, it was unfortunate that evidence on the extent to which these plans had been achieved, was not systematically collected and analyzed.

   UNDAF should constitute a tool for joint support in as many thematic areas as possible, this suggests that the proportion of joint support initiatives should be greatly increased through the design of coordinated "packages" of complementary support from UN agencies and DPs to national programmes and strategies. Again, evidence on this had not been collected.

2. UNDAF implementation. Observations are made on the balance of outputs supported by joint programming and/or single agency support arrangements, and the consequences of the lack of annual work plans.

   It should be noted that despite the relatively high rate of planned joint initiatives (ref. 1. Above), the number of actual joint initiatives carried out, and of their results, was difficult to ascertain due to the lack of reporting on this subject. This clearly points to the need for more rigorous monitoring of the extent and impact of joint as opposed to single agency support, and of the effectiveness (or otherwise) of joint modalities.

3. UNDAF monitoring. The evaluation noted the challenges faced by the UN system in monitoring at Outcome and Output levels and the absence of adequate information to enable a full appreciation of the results of the large number of output (79), and indicators (220) of the ten Outcomes and their 67 indicators. Recommendations are made to strengthen UNDAF monitoring at both Outcome and Output levels.

   Particular attention was given by the Evaluation to an assessment of the three main evaluation criteria (relevance, effectiveness and sustainability). It noted that the evidence available fully confirmed that UN support was *relevant* to national development priorities and MDGs in most outcome and output areas. On the other hand, the development of an "Indicator Monitoring Matrix" provided a tool for assessing *effectiveness,* which showed that indicator targets were being achieved (around 30%), or were on track (30%), while those which had not been achieved were about 10%. An assessment of *sustainability* criteria proved particularly challenging due to the lack of indicators, and of information, except for those indicators already assessed for effectiveness. The evaluation noted that the number of outputs for which information was lacking was still too high (about 25%) due to design and monitoring weaknesses. Finally, the evaluation noted the

[3] Ref 3.B.1 3.B.1 Effectiveness of inter-agency cooperation , and Table s 3 and 4.

absence of annual and cumulative financial information on annual resource availability, mobilization, and delivery.

In view of the wide variety of unanswered questions raised, templates to facilitate future work planning and monitoring are provided in Annex 1.5 (ref. Annex 1.4 **Joint Work Plan/Monitoring and Evaluation Matrix (JWP/MEM),** and financial monitoring (Annex 1.5, Annex 1.5 **Financial Monitoring Matrix).**

4. UNDAF management and accountability arrangements. These were found to function at much less than optimum level during the first three years of the UNDAF, leading to serious shortcomings in terms of monitoring. However, the evaluation noted considerable improvement with the arrival of the new RC, and the assumption of the roles which various mechanisms were designed to play, particularly some of the Outcome Groups and the M & E Working Group. However there is substantial room for improvement in order to ensure that the UNDAF is implemented and monitored appropriately.

5. UN Communications Group (UNCG). The UNCG likewise has seen an increase in its activities and potential, but with scope to do more in terms of communicating to a broader audience the results of UN support.

6. Gender mainstreaming. The Gender Scorecard exercise has proved extremely useful in providing objective assessments and recommendations for six key performance indicators. These related to the empowerment of the interagency Gender Working Group (GWG), the need to prioritize gender mainstreaming (GM) in joint programming processes, the development of capacity to foster gender equality and women's empowerment (GEWE), the "engendering" of UNCT monitoring and evaluating processes, developing a UNCT Gender Responsive Budgeting (GRB) mechanism and improving the design of the next UNDAF (UNPF) to deliver GE results.

7. Human rights. While a number of outputs and indicators have been included under Outcome 2, the Universal Periodic Review (UPR) on Human Rights in Lao PDR, can be considered as a de facto "human rights scorecard" (February 2015). Its recommendations can provide a solid basis for planning follow-up action to strengthen compliance with human rights norms, as given in the UPR. This should be clearly envisaged in the UNPF, with indicators for monitoring.

8. Relationships with Development Partners. The evaluation noted the need to strengthen mechanisms for consultation and information-sharing with development partners (multilateral, bilateral NGO and CSOs) so as to produce more mutual benefits for all.

   The organisation of periodic meetings between the UN, Government and development partners on common sectoral and thematic areas of involvement would provide opportunities to coordinate inputs and share information on support to common NSEDP programmes and strategies. This would in turn help to promote the Vientiane Declaration principles and to follow-up on Round-Table recommendations in each substantive area of the UNPF"

9. Planning for the next UNPF. In view of the request to ensure that the evaluation process be forward looking, it examined the needs for formulation, implementation and monitoring of the next UNPF in order to put into effect the lessons of experience and recommendations of the present UNDAF.

   In this respect, it made suggestions for the proposed **"UNPF Strategic Document**" (Annex 10.5, Annex 1.1) and for an eventual **"UNDAF Implementation Document** (Annex 1.5, Annex 1.2) and/or "**Outcome Support Documents" (OSDs)** (See Annex 10.5, Anne 1.3) which would help to align UN support with NSEDP and SDG priorities, and to monitor results more effectively by OGs.

   It also attempted to provide an initial structure for future UN support through two Matrices (Annex 2.1 **Matrix of eventual UNPF and UNDAF areas of cooperation with 8th NSEDP and SDGs**

(Draft 9-9-15)4(Relevance aspects), and Annex 2.2 **Potential thematic areas for UN support in relation to 8th NSEDP priorities and SDGs.** The former starts with NSEDP priorities, and the corresponding links with the UNPF and SDGs, and the latter, with eventual UNPF priorities, and their corresponding links with the NSEDP and SDGs. The two matrices are based on the structure, outcomes and outputs of the 8th NSEDP, so as to facilitate alignment with national priorities as well as coordination with UN and other partners;

10. Challenges. Finally, the evaluation recognized that a number of challenges need to be addressed if the UNDAF is going to constitute an effective tool for coordination and value-added. These involved the need to:

    (i) Ensure that the UNDAF is conceived and implemented as a vehicle to help achieve agency priorities as well as UN system development results, for which the right balance between UNDAF and agency priorities needs to be maintained.

    (ii) Address staffing constraints, so that agency staff are enabled to incentivized and encouraged to carry out both UNDAF (particularly OG) and agency responsibilities;

    (iii) Provide consistent leadership and guidance at the UNCT level; and

    (iv) Develop and use appropriate tools to facilitate design, coordination and reporting tasks.

[4] UNDAF Outcome or Thematic areas of cooperation, with sub-outcomes to be determined during UNPF formulation process.

1. INTRODUCTION

1.1 Context

The present UN Development Assistance Framework (UNDAF) Action Plan for the Lao PDR for 2012 – 2015 was signed in 4 July 2012 by the former Resident Coordinator and the Deputy Prime Minister and Minister for Foreign Affairs together with the representatives of 24 UN Funds, Programmes and Specialized Agencies. Of these organizations, 13 maintained offices in Vientiane, and 11 were non-resident agencies (NRAs). On 2 May 2014, the Government of Lao PDR agreed to the UNCT's proposal to extend the UNDAF by one year, to December 2016, in order to align it with the Government of Lao PDR's 8th National Economic and Social Development Plan (NESDP).

This UNDAF provided a common planning framework for UN system support to the 7th National Economic and Social Development Plan (NESDP) (2011 – 2015), and was broken down into ten Outcome areas summarized in the box below. The UN together with the Government identified these ten outcome areas, along with 79 outputs to be achieved with the UN support by 2015. This was based on a country analysis on major challenges, and of the UN system's comparative advantages in the context of the NSEDP and the MDG Acceleration Framework[5].

The UNDAF document envisaged a total of 64 Outcome indicators for the 10 Outcomes and 220 Output indicators for the 79 Outputs, or a total of 284 indicators, as shown in the Table below. 11 of these outputs (13.9%) were to be implemented through formal Joint Programmes, 27 (34.2%) through multi-agency collaborative arrangements (i.e. two or more agencies in some sort of joint programming arrangement), and the remaining 41 (51.9%) through single agency support.

No	Outcomes		Outputs				
	Outcome area	Outcome Indicators	Outputs	Output indicators	Joint Programmes (JPs)	Joint programming	Single agency
1	Equitable and sustainable growth	5	17	**53**	**2**	**2**	**13**
2	Public services, rights and participation	11	13	35	2	6	5
3	Equitable education and training	6	5	14	0	4	1
4	Equitable health and social welfare services	10	10	22	0	9	1
5	Improved food security and nutrition	8	7	24	0	4	3
6	HIV prevention, treatment and support	3	3	21	3	0	0
7	Sustainable natural resources management	5	9	16	2		7
8	Mitigation of climate change and natural disaster vulnerabilities	5	8	14	1	1	6
9	Reduced impact of unexploded ordnance	6	4	12	1	0	3
10	Gender equality and participation of women	5	3	9	0	1	2
	Total	***64***	***79***	***220***	***11***	***27***	***41***
	%				13.9	34.2	51.9

Table 1: UNDAF structure - Number of Outcomes, Outputs, Indicators (from IMM) and joint programming and single agency support to Outputs from FMM

[5] Country Analysis Report, Lao People's Democratic Republic: Analysis to inform the selection of priorities for the next UN Development Assistance Framework (UNDAF) 2012-2015 (2011)

Rates of achievement for each Outcome and Output are given in Chapter 4.1 for the UNDAF as a whole, and in each ORS (Annex 4) for each Outcome.

1.2 Purpose and scope

The Terms of Reference of the Evaluation mission (Annex 1) envisaged responses to the following questions:

1. Purpose

1) To generate evidence and lessons learnt based on the assessment of the current performance of the UNDAF outcomes
2) To provide a set of actionable recommendations based on credible findings, to be used for organisational learning
3) To support greater accountability of the UNCT to UNDAF stakeholders.
4) To guide formulation of the next UNDAF cycle and related UN individual Country Programmes[6].

2. Objectives

Specifically, the UNDAF evaluation was requested to:

1) Assess how UNDAF strategic intent, principle and spirit of the UNDAF has been taken forward by UN agencies and identify the factors that have affected the UN agencies working together;
2) Assess the "theory of change" at Outcome level, and the extent to which the UN in Lao PDR has effectively responded to the national development priorities.
3) Assess the contribution made by the UNCT in the framework of the UNDAF to national development results through making judgements using evaluation criteria based on evidence.
4) Identify the factors that have affected the UNCT's contribution, answering the question of why the performance is as it is and explaining the enabling factors and bottlenecks.
5) Assess the performance, progress and gaps of the existing UNDAF's contribution towards supporting national priorities and goals.
6) Reach conclusions concerning the UN's contribution across the scope being examined.
7) Generate a set of clear, forward-looking and actionable recommendations logically linked to the findings and conclusions, and identify lessons learnt to improve the strategies, implementation mechanism, and management of the next UNDAF.

3. Scope, evaluation criteria and evaluation questions

In addition to the above, the evaluation was asked to respond to the following evaluation questions[7]:

***A. Relevance** of the UNDAF in relation to the issues it was designed to address as well as their underlying causes*:

1) How well have the UNDAF outcomes addressed key development issues in Lao PDR, their underlying causes and challenges, and which are the gaps that should (have) receive(d) more attention?

[6] Included under 1) in the ToR but added as 4) for reasons of sequential logic.

[7] It should be noted that the evaluation did not include questions relating to two other normal features of evaluation criteria, namely efficiency and impact. Nevertheless, many of the questions included a review of impact in the context of effectiveness and sustainability.

2) To what extent have the agency-specific Country Programmes been results-oriented, relevant and mutually reinforcing to UNDAF Outcomes, values and principles.

3) How well does the UNDAF generate a coherent UNCT response to the 7th National Socio-Economic Development Plan (NSEDP) for 2011-2015?

4) To what extent has the UNDAF AP for Lao PDR and its Outcomes been relevant in terms of internationally agreed goals and commitments, norms and standards?

5) To what extent was the UNDAF results matrix flexible and relevant to respond to new issues and their causes as well as challenges that arose during the UNDAF cycle?

***B. Effectiveness** of the UNDAF Outcomes 1 to 5, and the extent to which planned Outcome results are achieved as a result of the UNDAF AP implementation*

1) What progress has been made towards the realisation of UNDAF outcomes?

2) What factors contributed to the realisation or non-realisation of the UNDAF outcomes?

3) To what extent can progress towards UNDAF Outcomes be attributed to the work of the UN in Lao PDR?

4) How have unintended results under the Outcomes 1,2,3,4 and 5, if any, affected national development positively or negatively and to what extent have they been foreseen and managed?

5) To what extent does the UNDAF promote effective partnerships and strategic alliances of the UN with key stakeholders around the main National development goals and UNDAF outcomes areas (e.g. within Government, with national partners, International Financial Institutions and other external support agencies)?

6) How has the UNDAF been used by UN agencies and government institutions for coordination, in planning their activities and setting goals?

7) How have the UNDAF and the work of Outcome Groups enhanced joint programming by agencies and/or resulted in specific joint programmes?

8) To what extent have UN agencies successfully facilitated the mainstreaming of provisions to advance gender equality and human rights during UNDAF implementation?

9) To what extent has the UN support been effective in promoting more equitable growth for poor women and men in Lao PDR? (Outcome 1);

10) To what extent has UN support helped to ensure that the poor and vulnerable benefit from the improved delivery of public services, an effective protection of their rights and greater participation in transparent decision making (Outcome 2) in Lao PDR?

11) To what extent has UN support helped to ensure that under-serviced communities and people in education priority areas benefit from equitable quality education and training for women and men that is relevant to the labour market? (Outcome 3);

12) To what extent has the UN contributed to ensuring that women and men in Lao PDR benefit from more equitable promotive, preventive, curative and rehabilitative health and social welfare services? (Outcome 4);

13) To what extent has the UN helped to ensure that vulnerable people in Lao PDR are more food secure and have better nutrition? (Outcome 5)

***C. Sustainability** of the UNDAF Outcomes 1 to 5*

1) To what degree did the implementation of Lao PDR UNDAF, especially Outcomes 1,2,3,4 and 5 contribute to creating durable change and progress towards national development goals and

UNDAF Outcome goals?

2) To which extent will the benefits created by the implementation of the UNDAF, especially its Outcomes 1,2,3,4 and 5 continue, or are likely to continue, after it has been completed?

3) What are the enabling as well as constraining factors that have influenced the sustainability of the policies and programmes (at national level and at sub-national level)?

4) To what extent have the partnerships with ministries, agencies, and other representatives of the partner government allowed the UN to make use of its comparative strengths, while, at the same time, safeguarding and promoting national ownership?

5) To what extent has the capacity of the Government to sustain programmes and related results been developed in the course of the UNDAF implementation?

6) To what extent have interventions supported by the UN in Lao PDR contributed to (or are likely to contribute to) more equitable and sustainable growth for poor people now and in the future? (Outcome 1)

7) To what extent have interventions supported by the UN in Lao PDR contributed to (or are likely to contribute to) a durable improvement in the delivery of public services, an effective protection of the rights and greater participation in transparent decision making for the poor and vulnerable, sustained by the Government of Lao PDR? (Outcome 2)

8) To what extent has the UN been able to support the Lao Government and create Government ownership in ensuring that under serviced communities and people in education priority areas benefit from sustainable and equitable quality education and training that is relevant to the labour market (Outcome 3)?

9) To what extent will interventions supported by the UN to ensure that women and men in Lao PDR benefit from more equitable promotive, preventive, curative and rehabilitative health and social welfare services (Outcome 4) have lasting results after the UNDAF's entire implementation, and how can these results translate into future programming?

10) To what extent have UN-supported interventions contributed (or are likely to contribute) to a sustained increase in food security and better nutrition for vulnerable people in Lao PDR? (Outcome 5).

1.3 Conclusions, Lessons learned and Recommendations

As mentioned in the Executive Summary, Conclusions, Lessons Learned and Recommendations are given in a single matrix in Chapter 5 according to the following areas:

1) UNDAF Design, with respect to UNDAF prioritization, Narrative text, Results Matrix, Outcomes design, Output design, Programme and project design, UNDAF documentation, and Links with UN agency country programmes;

2) UNDAF implementation, with respect to Joint programming and/or single agency support,Work planning, Enabling factors and bottlenecks, Delivery of inputs;

3) UNDAF monitoring, with respect to Outcome level, Output level, Satisfaction of evaluation criteria, Substantive results, Contribution to national priorities and development results, Joint programming and partnership experience, Resource mobilisation and delivery;

4) UNDAF management and accountability arrangements with respect to theUNDAF/UNPF Steering Committee, UNPF Management Board,Outcome Groups (OGs), Monitoring and Evaluation Working Group (MEWG), Resident Coordinator's Office (RCO);

5) UN Communications Group (UNCG)

6) Gender mainstreaming, with respect to Empowering the Interagency Gender Working Group; Prioritizing GM in Joint Programming Processes, Developing UN Capacity to Foster GEWE, Engendering UNCT Monitoring & Evaluating Processes, Developing a UNCT GRB Tracking Mechanism, Improving the Next UNDAF Design to Deliver GE Results;

7) Human rights

8) Relationships with Development Partners

9) Planning for the next UNPF, with respect to Theory of change, UNPF documentation, Joint programming and agency coordination, Challenges.

2. EVALUATION PROCESS

The evaluation process went through a number of stages, namely:

2.1 Desk review

Documents received from agencies, projects and government were distributed to the consultants in advance of the field mission so as to familiarize them and allow them to identify the key results in each sector or thematic area. In addition, a large number of documents were received during the course of the mission, and consulted, as far as possible. These are listed in Annex 2. Desk reviews of past evaluations[8] and other relevant research, reference materials, interviews were also conducted.

A brief review was carried out of the Country Programme documents (CPDs) of 10 agencies: UNDP Country Programme Document, UNFPA Country Programme Document, UNICEF Country Programme Document, WFP Country Programme, WHO Country Strategy, FAO Country Programme Framework[9], UNODC Country Programme Framework, ILO (Decent Work Country Programme), IFAD (Country Strategic Opportunities Programme, COSOP), UN Women Strategy Note (2015-17) and the UNESCO Country Programme Document (UNCPD). While some agencies use the same wording as the UNDAF's

[8] These evaluations relate to the FAO Country Programme Framework Evaluation (June 2015) (draft received but not citable until HQ clearance received), UNFPA Assessment of development results of UNFPA CP4, CEB MDG Accelerated Review – Accelerating progress towards improving nutrition for women and children, the UXO evaluation (draft awaited), National Assembly Strategic Support Project (NASSP) (Jan 2015) (S. Saranikone & Mike Winter et al), GPAR Assessment and Concept Development (Dec. 2014) (Juan Luis Larrabure, Souklaty Sysaneth, Luz Lopez-Rodriguez, Ny Luangkhot, et al), Universal Periodic Review (UPR) of Human Rights in Lao PDR, Mid-Term Review of Maternal, Newborn and Child Health (Alice Levisay, et al). In addition a meeting was held with Ian Holland, Consultant for the preparation of the next Round Table Meeting in November 2015.

[9] FAO CPF (p.28) 4.2 Coherence with United Nations Development Assistance Framework (UNDAF)
The UNDAF commits that the UN will work with the GOL to address capacity gaps in six priority areas. Four of these are highly relevant to FAO's mandate, namely inclusive and equitable growth, human development, NRM and gender. UNDAF has defined ten intended Outcomes, five of which are relevant to FAO's mandate.
Outcome 1: By 2015, the GOL promotes more equitable and sustainable growth for poor people in the Lao PDR
Outcome 5: By 2015, vulnerable people are more food-secure and have better nutrition
Outcome 7: By 2015, the GOL ensures sustainable NRM through improved governance and community participation
Outcome 8: By 2015, the GOL and communities better adapt to and mitigate CC and reduce natural disaster vulnerabilities in priority sectors
Outcome 10: By 2015, people in the Lao PDR benefit from policies and programmes which more effectively promote gender equality and increased participation and representation of women in formal and informal decision-making
In addition, FAO included a most useful "CPF Priority Matrix" in its CPF (Annex 4) to link Government Policy, FAO Strategic Objectives, FAO Regional Priorities and UNDAF Outcomes for Lao PDR.

Outcome statements (e.g. UNDP, UNFPA), others use their own language for their agency priorities, and link them in various ways to UNDAF priorities.

The self-assessment of the progress made by Outcome groups was prepared in the form of a Word document entitled "Progress against Outcome and Output Indicators of the Lao PDR UNDAF Action Plan 2012 – 2016". This document provided up-dated statistics or brief summary information on the results achieved in relation to the baseline status for each Outcome and Output indicator. To facilitate numerical analysis, this document was converted into an Excel document (Indicator Monitor Matrix, IMM), and a traffic light rating system added to assess results achieved for each indicator in terms of "Achieved", "On track" "Not achieved" and "data not available". This proved useful for the assessment of "Effectiveness", at least in numerical terms, though not adequately enough in substantive terms.

2.2 Inception Report

On the basis of the Terms of Reference, and an initial desk review, an Inception Report was prepared and submitted prior to the start of the mission. This was commented upon by the M&E WG and other holders, and the issues taken into consideration during the mission.

2.3 Meetings with stakeholders

Much time was spent during the course of the mission to meet with as many stakeholders as possible (See Annex 3 List of persons contacted). A total of 213 people were met in over 55 meetings, from Government (127, of whom 85 from Central government and 42 from Provincial and District governments), the UN system (68), Bilateral and Multilateral Development Partners (7) and INGOs (8).

Due to time constraints, and the large number of issues raised by the evaluation questions in the ToR, discussions were adapted to the context of each meeting, but focused around:

1) For Government and UN agencies, three main themes were addressed:
    a) Results of UN support in their respective substantive (outcome, output) areas, in order to gain an idea of the relevance, effectiveness and sustainability criteria, as well as that of impact;
    b) Effectiveness of coordination and joint programme/joint programming initiatives, and lessons learned;
    c) Future needs and recommendations for the next UNDAF (UNPF)
2) For Outcome Groups, the UNDAF IMM was used to verify responses given by OGs to record results obtained by 2014/15 in relation to the Baseline situation (2011) and the target (2015), as given in the UNDAF Results Matrix.

2.4 Site visit, Oudomxay

A visit was made[10] on 23-24 June to Oudomxay province to observe projects and interview project and national officials. The visit provided an excellent opportunity to gain a brief view of UN support to a number of different sectors and UNDAF outputs in one province, namely:

1) **Provincial administrative support** through the UNDP/UNCDF-supported District Development Fund for the delivery of services to the poor (UNDAF Output 2.2);
2) **Community radio**, through UNDP (UNDAF output indicator 2.6.1). This station broadcasts development-related messages on themes such as health, nutrition, agriculture etc.
3) **Maternal, neonatal and child health**, through UNFPA (Midwifery School) (UNDAF Output4.5),

[10] Michael Askwith, Sharon Low, Souklaty Sysaneth and Jakob Schemel (Andrea Esser had already left Lao PDR)

4) **Prevention and management of malnutrition -** through UNICEF and WFP support to "Nutrition of children under 2 as well as pregnant and lactating women"; (Namor Hospital) to UNDAF Output 5.1);

5) **Alternative Development**, Oudomxay, through UNODC (UNDAF Output 1.6)

UNDP, UNICEF, UNFPA, UNODC and WFP had prepared useful briefing notes on 2) to 5) but not on 1). However, these were project or agency-specific and not province or district-based.

2.5 Presentations at meetings

In addition, a series of UN-specific group meetings were held during the course of the mission, including with the UNCT (2), Outcome Groups (7) (where there were some joint meetings: 1+9, 4+6 and 7+8), the M & E Working Group (2), and UNDAF Facilitators (1).

Power point presentations were given at each of the above meetings:

1) UNCT – Presentation of the Inception Report (12 June),
2) Development Partners (24 June)
3) UNDAF Steering Committee (25 June)
4) UNCT - Preliminary Assessment and Recommendations of the Evaluation (26 June);
5) M & E Working Group (26 June)

2.6 Data analysis

To facilitate the above, the Evaluation developed working tools to assist in presenting and analysing substantive and financial information, namely:

1. **Outcome Results Summaries (ORS)** (see Annex 5) to provide an overview of UN support in each Outcome area in relation to the challenges faced and the results envisaged in terms of ouputs.(see Annex 4)

2. An **Indicator Monitoring Matrix (IMM)** (see Annex 6), which helped to provide "traffic light" ratings of performance in terms of "Achieved", "On Track", "Not Achieved", and "Information not available". The results are summarized in Chapter 3.C.2 Effectiveness, and Chapter 4.

3. A **Financial Monitoring Matrix (FMM)** (see Annex 7), which reproduced the financial information given in the UNDAF Results Matrix (2012), grouped by category of support mechanism (joint programming/multi-agency support, or single agency support), agency, with columns to be completed with up-dated financial information by the RCO. Results are given in chapter 4.2.

4. A **Gender Scorecard** exercise. This provided a unique opportunity to examine UNDAF and UN Country Team performance through the prism of a tool to assess the extent to which gender mainstreaming and equity principles had been applied in the UNDAF. The results of this exercise are given in Chapter 4.1.10, 7.4 and Annex 6.10.1

2.7 Report drafting

The present report takes into consideration the UNEG guidelines "Standards for Evaluation in the UN System"[11] and addresses as far as possible the key standards given.

The report was prepared by the Team Leader using inputs from team members, on the basis of the Outcome Results Summaries (ORS) in Annex 4, as follows:

[11] UN Evaluation Group (UNEG)(2005) Standards for Evaluation in the UN System (April 2005) (UNEG/FN/Standards (2005)

1) Review of Outcomes 1 and 2 (Michael Askwith) (who also prepared the IMM (Annex 6) and FMM (Annex 7);

2) Review of Outcomes 3, 4, 5 and 6 (Sharon Low);

3) Review of Outcome 10 and the Gender Scorecard Narrative Analysis and recommendations (Andrea Lee Esser);

4) Support for meetings, and preparation of Lists of Documents consulted (Annex 2) and of Persons met (Annex 3) (Souklaty Sysaneth).

A first draft of the Evaluation report was submitted on 30th July, on which detailed track change recommendations and a consolidated response from the M&E WG and the UNCT were received on 18 August. A second draft was then prepared to reflect these comments which was submitted on 15th September and a third draft one on 29th September. This third draft report included a column "Management response" in the Matrix in Chapter 5 of Conclusions, Lessons learned and Recommendations in order to facilitate management response on the recommendations given, and the monitoring of follow-up[12].

2.8 Limitations

The mission faced a number of factors which prevented it from carrying out the full breadth of data collection and analysis required in order to fully respond to all the 38 questions. These included:

(i) The large number of meetings held and the limited time to pursue with interviewees the full range of questions included in the ToR;

(ii) The reporting constraints by OGs of fully documenting results achieved at Outcome and Output level, and particularly of the impact of outputs on the achievement of Outcomes;

(iii) The absence of comprehensive UNDAF Annual Review reports documenting the results of all Outcomes and Outputs in relation to indicators given in the Results Matrix;

(iv) The absence of up-dated financial information showing resources mobilised, delivered, and needed by agency and outcome, source of funding (core, non-core/cost-sharing/trust fund, etc.);

(v) The multiplicity of questions in the ToR, many of which were very broad and not SMART[13], and sometimes repetitive, thus requiring more information than was readily available from either the documents available or the meetings, to be able to analyse in any depth;

(vi) The absence of indicators and reporting on which to assess sustainability issues;

(vii) The exclusion of three of the UNDAF Outcomes (7, 8 and 9) from the evaluation;

(viii) The structure of the ToR tasks. It would have been more feasible and useful to focus on an Outcome-based evaluation, whereby each Outcome, and the corresponding Outputs would have been the subject of a full review, according to a series of questions (including relevance, effectiveness and sustainability) but also addressing issues such as design, impact on NSEDP priorities, joint programming/multi-agency/single agency implementation, management arrangements, partnerships, monitoring, resources, efficiency, lessons learned etc.

(ix) The focus on only three criteria (relevance, effectiveness and sustainability), with a large number of questions and inadequate data, did not, in the opinion of the evaluation, provide an adequate basis for a balanced and comprehensive assessment of the UNDAF and future needs of the UNPF. As a result, the evaluation needed to address a larger number of issues, particularly process ones, including the preparation and testing of tools to validate them, in order to provide

[12] Ref. UNEG Guidance on Preparing Management Responses to UNDAF Evaluations.
[13] Specific, Measurable, Achievable, Resource-based and Time-Bound (SMART)

recommendations to correct perceived shortcomings in UNDAF design, implementation, management and monitoring.

3. FINDINGS

This chapter reflects on the main findings borne out by (a) the results of the desk review of existing documentation available, and (b) the interviews/meetings/discussions conducted with key stakeholders including, and (c) the data collected during the field mission. For the sake of consistency, the findings address the 38 questions listed in chapter 1.2 above as given in the Terms of Reference (Annex 1, pages 67 – 69 below). Where appropriate, they refer readers to relevant chapters and annexes where more details are given.

These questions are grouped under three main headings:

A. Purpose (3 questions)[14]

B. Objectives (7 questions)

C. Scope (28 questions)

To clarify understanding of the theme of each question (in italics), a brief heading is provided. This is followed by responses to each question, with a brief "Evaluations observations" in red to highlight selected impressions on responses to the question and to suggest potential follow-up action, which is reflected in the Recommendations column of Chapter 5.

3.A. Findings relating to Purpose

3.A.1 Analysis of results for future programming

To generate evidence and lessons learnt based on the assessment of the current performance of the UNDAF outcomes and to guide formulation of the next UNDAF cycle and related UN individual Country Programmes

The evaluation duly reviewed evidence and lessons learned from the current UNDAF, on the basis of document review and meetings with stakeholders. A key source of information was a 51 page Word document entitled "Progress against Outcome and Output Indicators of the Lao PDR UNDAF Action Plan 2012 – 2016". This consisted of a series of tables prepared by Outcome Groups to provide information on the extent to which each Output indicator had been achieved.

To facilitate analysis, numerical evidence, this Word document was converted into an Excel document entitled "Indicator Monitoring Matrix" (IMM). This matrix contains columns to enable numbers to be given to a traffic light system whereby Output indicators have been "Achieved", were "on track", "not achieved" or "information not available". Results of this analysis are given in Chapter 3.C.2 Effectiveness and in Annex 4. In addition, "Outcome Results Summaries" (ORS) were prepared (see Annex 5) in order to bring together evidence of results in each Outcome area, based on information provided in documents and meetings.

A review of the structure of each Outcome, and the priorities of the 8th NSEDP gave rise to a suggested revised structure of UN support, which is given in the in Annex 10.5, Appendix 1. This structure would provide a framework for the re-alignment of UN agency support according to NSEDP Outcomes and Outputs, which would in due course be described in UN agency country programmes. This draft structure should be reviewed and revised in the light of future discussions on the next UNPF and UN prioritization.

[14] NB The terminology used in the ToR has been retained for ease of reference, even though the use of two similar terms of "Purpose" and "Objectives" is confusing,

Evaluation observations: Appropriate measures should be taken by the RCO, M&E WG, OGs and UNCT to strengthen data collection and internal analysis on UNDAF performance and lessons learned and to guide formulation of the next UNDAF cycle and related UN agency Country Programmes. This could include the introduction or adaptation of the tools developed by the evaluation, as well as others which would help to provide relevant evidence for future evaluations. Appropriate agency support, OG guidance and staff mentoring would also be required (Ref. 5.3).

3.A.2 Recommendations for organizational learning

To provide a set of actionable recommendations based on credible findings, to be used for organizational learning

Actionable recommendations are given for each of the areas given in the matrix in Chapter 5 Conclusions, Lessons Learned and Recommendations.

UNDAF observations: The progressive introduction of the above measures, if approved, would provide good opportunities for organisational learning with the staff involved, provided that appropriate leadership and encouragement is given by senior management and an appropriate balance between agency and UNDAF/UNPF responsibilities is established.

3.A.3 Strengthening of organizational accountability

To support greater accountability of the UNCT to UNDAF stakeholders.

A key feature of the Evaluation was a review of process issues envisaged in the UNDAF Action Plan[15] relating to (i) management and accountability mechanisms, and (ii) monitoring and reporting, and the extent to which they were complied with:

1) Management and accountability mechanisms.

These were understood as the organisational arrangements to provide oversight and leadership for UNDAF implementation. They are described *in italics below* with comments on the implementation of these arrangements, as follows:

(i) The UN Resident Coordinator (RC) who is responsible for "*the coordination of the UNCT in strategy, planning implementation, monitoring and evaluation of the UNDAF Action Plan, as well as for overall leadership for programme oversight and advocacy, and for reporting of UNCT progress on the UNDAF".*

The evaluation noted that the UNDAF assumed greatly increased priority on the arrival of the new RC in mid-2014, who set in motion a number of positive measures to strengthen implementation and monitoring. These included the restructuring and reactivation of Outcome Groups, the strengthening of the RCO, and oversight of the UNDAF evaluation process, and the establishment of the formal Government-UN Standing Committee mechanism.

(ii) The UN Country Team (UNCT), in its capacity as a *Steering Committee to the UNDAF will be overall responsible for regularly assessing progress towards the achievement of outcomes and the delivery of planned outputs in support of the national development priorities. In addition, the UNCT is responsible for monitoring assumptions and risks which could prevent outputs from translating into positive changes in behavior and performance, and for the delivery of planned outputs of their respective agencies. The 6th and 12th monthly extended meeting was due to focus on the UNDAF Action Plan."*

With the appointment of the new RC and many new UNCT heads of agencies in 2014/2015, the UNCT has played a more active and effective role in UNDAF oversight and management than hitherto. However, reports on "*assessing progress towards the achievement of outcomes and the delivery of*

[15] Source: UNDAF Chapter III Programme Management and Responsibilities (pages 29 and 31)

planned outputs in support of the national development priorities" during the 2012 – 2015 period, were not prepared, nor reports of "*semi-annual extended UNCT meetings on UNDAF issues*", if they took place.[16]

(iii) Outcome Groups (OGs)[17], to "*ensure regular, substantive monitoring and reviewing progress towards the outcome and the timely delivery of planned outputs" and to assist in (i) internal coordination amongst UN agencies and external coordination with Government, relevant Sector Working Groups and Technical Working Groups as/when deemed appropriate; (ii) mobilisation of resources for achieving the outcome by developing joint fund raising proposals to support fund-raising efforts by the RC on behalf of the UN system; (iii) monitoring and commissioning evaluations, and (iv) internal and external communications"*.

UNDAF Outcome	Co-Convenors	National mechanism for validation of UNDAF results
Outcome 1 Equitable and sustainable growth	UNFPA, UNDP	Not indicated
Outcome 2 Public services, rights and participation	UNDP, UNODC	Governance Sector Working Group (GSWG) (UNDP co-chair)
Outcome 3 Equitable education and training	UNICEF	Education SWG (co-chair UNICEF)
Outcome 4 Equitable health and social welfare services	UNFPA, WHO, UNICEF	Health SWG (co-chair UNICEF), Maternal Neonatal and Child Health Technical Working Group (MNCH TWG)
Outcome 5 Improved food security and nutrition	WFP, FAO	Agriculture, Natural Resources and Rural Development SWG; Min of Health nutrition intervention bundles (co-led by UNICEF, WFP, WHO, FAO, UNFPA)
Outcome 6 HIV prevention, treatment and support	UNAIDS, UNODC (integrated in 2014 into Outcome 4)	GFATM Country Coordination Mechanism (CCM)
Outcome 7 Sustainable natural resource management	FAO (merged in 2014 with OG 8)	Agriculture, Natural Resources and Rural Development SWG
Outcome 8 Mitigation of climate change and natural disaster vulnerabilities	UNDP, UN-Habitat	Inter-Agency Standing Committee (IASC)
Outcome 9 Reduced impact of unexploded ordnance	UNDP (integrated in 2014 into OG 1)	UXO SWG (co-chair UNDP)
Outcome 10 Gender equality and participation of women	UNFPA, UN Women	Informal Gender Working Group (Development Partner focal point UNFPA)

Source: UNDAF Action Plan – Combination of tables on pages 30 and 31

Table 2 Outcome Groups, with Co-Convenors and national mechanisms for validating UNDAF results

[16] The lack of such report adversely affected the ability of the evaluation to obtain and analyse information relevant to its ToR.

[17] Under a co-convenor (see Table 2 above)to represent the outcome group in the UNCT, who in order "to ensure consistency across outcome groups in the methodologies used for the review process, would meet every two months to discuss the monitoring and reporting on the implementation of the UNDAF Action Plan."

Interviews with Outcome Groups and agency heads revealed that OGs have been relatively inactive, except for the initial year (2012). Relatively comprehensive OG annual reports were only received for OG 2 for 2014, and none for other OGs. Evidence of compliance with the above UNDAF requirements or OGs was not available, which suggests that much greater rigor is required by the UNCT and within OGs themselves to ensure that they fulfil their responsibilities. On the positive side, OGs were reactivated during the past year by the new RC, particularly in relation to preparations for the UNDAF evaluation although the results vary greatly between OGs. Agency Heads were requested to take on a more active leadership role, and to strengthen the work of OG members, a process which needs to be consolidated further.

(iv) High level UN-Government UNDAF Annual Review reports of such annual reviews for 2012, 2013, and 2015 were not received, and it is not clear that they took place. A meeting of the new UNDAF Government-UN Steering Committee took place on 23 June 2015 when the Evaluation mission presented its preliminary findings and recommendations.

(v) UN Operations Management Team (OMT), for "*the delivery of common services and systems and the standardizing of operational mechanisms"*; the activities of the OMT did not form part of the ToR and so were not reviewed.

(vi) Office of the UN Resident Coordinator (ORC or RCO), "*coordinates the review processes among different outcome groups and government –led working groups, and serves as secretariat to the RC/UNCT for UNDAF implementation and support to OG co-convenors to ensure their smooth and effective facilitation."*

The ORC was greatly strengthened during 2015 with the arrival of a new Head of Office, and M&E UN Volunteer. It facilitated most effectively the organisation of the UNDAF Evaluation, and has also facilitated the strengthening and increased work load of the OGs. Its continued strengthening will be necessary in order to enable it to facilitate the implementation of the recommendations of the evaluation in all their aspects.

2) UNDAF monitoring and reporting

According to the UNDAF Action Plan[18]:

(i) **Outcome groups**, would be "*responsible for substantive and detailed monitoring and managing evaluations of UNDAF outcomes, outputs and the Common Resource Framework of the UNDAF Action Plan"….* and *"would be responsible for providing the UNCT with updated data on all outcome and output indicators for the UNDAF review process"* and would *"use indicator tracking sheets to track and depict changes with respect to indicators over time*."

While the Outcome Groups provided the tables "Progress against Outcome and Output Indicators of the Lao PDR UNDAF Action Plan 2012 – 2016"[19] which provided the basis for the IMM traffic light tracking system prepared by the evaluation, no analysis was provided. As a result the IMM only provides statistical and graphic information on the ratings provided, and no overall analysis of results and impact. Furthermore, OGs did not provide updated data on all outcomes and output indicators and on the Common Resource Framework. In view of the importance of OGs in relation to all aspects of the UNDAF (design, management, monitoring), increased priority and resources will be required to ensure that they function effectively and produce evidence of their performance.

(ii) **Annual reviews,** *at the end of 2013, 2014 and 2015, to be carried out jointly between the UN system and the Government, to assess progress towards UNDAF Action Plan outcomes and agree on any changes to the UNDAF Action Plan.* Furthermore, "*Each outcome group will present an analysis of*

[18] Chapter VI Monitoring, Evaluation, Knowledge Management

[19] This can be considered as an "indicator tracking sheets to track and depict changes with respect to indicators over time" as envisaged above.

progress towards UNDAF outcomes and delivery of outputs"…. "drawing on the review of Annual Work Plans, but focus on the broader outputs and outcomes in the UNDAF Action Plan" *…with minutes of the annual progress review serving as reporting document.*"

(iii) **Annual Action Plan Report, 2014**, envisaged for mid-2014, to be based on the UNDG guidelines given in "Standard Operational Format and Guidance for Reporting Progress on the UNDAF.[20] According to these Guidelines, this report envisaged that "Results should be reported at the UNDAF *outcome* level, with discussion of the evidence of the UN's contribution towards these results…. and on "*outputs* in terms of how their achievement has contributed to the outcomes defined in the UNDAF results framework". This report was intended to contribute to the UN's response to the wider aid effectiveness agenda by supporting greater mutual accountability between the UN and Member States at country level.

Evidence of UNDAF monitoring was received in the form of:

For 2012, the five page "UNDAF Summary Report" (2012) which provides a few paragraphs summarizing Key Achievements for each of the ten Outcomes. But these are general in nature and do not provide systematic statements of the extent to which each the indicators of each Output and Outcome are being achieved, and regrettably the Output numbers are not given for ease of reference, nor the indicators referred to;

For 2013, no annual review was carried out;

For 2014, the "UNDAF Annual Review Report, 2014"(December 2014) is as general and brief as the 2012 report. It is also selective and not comprehensive, and does not attempt to review the extent of achievement of each outcome and the corresponding outputs and the contribution of the UN system to the achievement of outcomes. It does not include annexes to amplify the observations made for each Outcome.

Notwithstanding the above commendable efforts to prepare UNDAF Annual Reviews for 2012 and 2014, these would have been improved with fuller compliance with the above-mentioned UNDG Guidelines[21] and use of the same format suggested for the UNDAF Annual and UNDAF Progress Reports[22]

Evaluation observations: Overall accountability capacity and mechanisms have been adversely affected by the fact that the planned management arrangements have not been made fully operational since the beginning of the UNDAF, and the monitoring reports have not been prepared according to the suggested format and content. Recommendations to support greater accountability of the UNCT to UNDAF stakeholders are given in 5.3.1 UNDAF monitoring and 5.4 UNDAF management and accountability arrangements, the implementation of which should facilitate organisational learning.

Key requirements are the provision of increased priority by UNCT and OG leadership, as well as adequate staffing to ensure that adequate reporting is carried out. In addition, enhanced responsibility to deliver appropriate reports at the relevant levels of accountability (OG, UNCT/UNDAF "Management Board", RC and UNDAF Steering Committee) would provide added incentive to comply with essential accountability requirements.

[20] UNDG Standard Operational Format & Guidance for Reporting Progress on the UNDAF (January 2010)

[21] Ref. p.11 "M & E groups prepare assessment reports by UNDAF outcome area, describing the progress made towards the UNDAF outcome and key UN's contributions (as per Section III of the format

[22] Ref. Chapter 4 Standard Operational Format, III Progress towards UNDAF Outcomes and the UN's Contribution, Using the Annual Review Process to develop the UNDAF Progress Report, and Fig 1 (ref. Step 1 Annual review of UNDAF outputs and Step 2 Annual review of UNDAF outcomes.

3. B. Findings relating to the Objectives

3.B.1 Effectiveness of inter-agency cooperation

Assess how UNDAF strategic intent, principle and spirit of the UNDAF has been taken forward by UN agencies and identify the factors that have affected the UN agencies working together;

The UNDAF document was signed by representatives of 24 funds, programmes or agencies, of which 13 maintained resident country offices in Lao PDR. Of the above, ten had country programmes or country strategies (FAO, IFAD, ILO, UNAIDS, UNDP, UNESCO, UNFPA, UNODC, UN Women, WFP, and WHO). All of these country programmes made reference to the UNDAF and attempted to align their support with UNDAF Outcomes and Outputs.

In reality, most agencies included their projects in the UNDAF, and these are reflected in the Results Matrix. However for many agencies, these did not represent the totality of their support and others, not specifically linked to the UNDAF are included only in their respective country programmes. This is particularly the case for non-EXCOM agencies, such as FAO, WHO, UNODC, UNESCO, IFAD, ILO and UN Women.

In many cases, UN agencies worked together through a variety of joint programming arrangements, thus putting into practice the UNDAF's strategic intent, principles and spirit for collaborative programming. It is interesting to note from information extracted from the Results Matrix in Tables 3 and 4 below show 13 Outputs earmarked for "Joint Programmes" while 24 Outputs involve more than one agency (multi-agency support), making a total of 37 Outputs (48.1%) receiving support from more than one agency through different types of joint programming arrangements, while the balance of 42 Outputs (51.9%) involve single agency arrangements.

Support arrangement	No of Outputs	%
Multi-Agency Partnerships	38	48.1
Single Agency Support	41	51.9
Total	**79**	**100.0**

Table 3 UNDAF support by Output - Joint Programme/Multi-agency and single agency support

These can be broken down by Outcome and Output as follows:

Joint Programme	Multi-agency	Single Agency Outputs	Agencies concerned (and total Outputs)
Outcome 1 Equitable and sustainable growth			
1.1 Access to financial services			UNCDF, UNDP
1.2 Sustainable tourism, clean production and export capacity			ITC, ILO, UNCTAD, UNIDO
	1.3 Planning, monitoring and evaluation through data and analysis		UNDP, UNFPA, UNICEF
	1.4 Planning and monitoring of foreign direct investment (FDA)		UNDP, UNEP
2	2	13	17

Outcome 2 Public services, rights and participation			
2.1 National Assembly			UNDP, UNAIDS, UNFPA, UNICEF, UNODC, UN Women
2.2 Civil service capacity development - services to the poor			UNCDF, UNDP, UNICEF
	2.3 Labour migration policy development		ILO, UN Women
	2.4 Legal Sector Master Plan – Rule of Law and Human Rights		OHCHR, UNDP, UNICEF, UNICRI, UNODC, UNODC
	2.5 Anti-corruption capacity development		UNDP, UNODC
	2.6 Prevention and combatting human tracking		UNDP, UNODC
	2.7 Application of criminal and civil law		OHCHR, UNICRI, UNICEF, UNODC
	2.11 Water and sanitation governance		UN Habitat, UNICEF
2[23]	6	5	13
Joint Programme	**Multi-agency**	**Single Agency Outputs**	**Agencies concerned (and total Outputs)**
Outcome 3 Equitable education and training			
	3.1 Education sector coordination, planning, implementation and monitoring		UNESCO, UNICEF, WFP
	3.2 Pre-school education		UNESCO, UNICEF, WFP
	3.3 Primary and secondary education		UNESCO, UN Habitat, UNICEF, WFP, UNICEF
	3.4 Education for disadvantaged children (all levels)		UNICEF, UNESCO
0	4	1	5
Outcome 4 Equitable health and social welfare services			
	4.1 Health systems governance		UNICEF, WHO, UNFPA, WFP

[23] Orange rows give total Outputs by Outcome.

	4.2 Health sector policies and programmes		UNICEF, WHO, UNFPA, WFP
	4.3 Prevention and reduction of non-communicable diseases, violence and injuries		UNICEF, WHO, UNFPA
	4.4 Sexual and reproductive health		UNFPA, WHO
	4.5 Maternal, neonatal and child health services		UNFPA, UNICEF, WFP
	4.6 Sexual and reproductive health for vulnerable young people and youth		UNFPA, WHO
	4.7 Water and sanitation services		UN Habitat, UNICEF, WHO
	4.8 International health regulations		UNICEF, WHO
	4.10 Social welfare system		ILO, UNICEF, WHO
0	9	1	10
Outcome 5 Improved food security and nutrition			
	5.1 Prevention and management of under-5 malnutrition		UNICEF, WFP, WHO
	5.2 Food and nutrition security knowledge and practices		FAO, UNICEF, WFP, WHO
	5.3 Integrated food and nutrition security implementation		FAO, UNICEF, WFP, WHO
	5.4 Edible insects and indigenous foods		FAO, WFP
0	4	3	7
Joint Programme	**Multi-agency**	**Single Agency Outputs**	**Agencies concerned (and total Outputs)**
Outcome 6 HIV prevention, treatment and support			
6.1 Access to HIV/STI prevention information services			Joint UN Team on HIV/AIDS
6.2 Access to HIV treatment, care and support services for PLWHA			Joint UN Team on HIV/AIDS
6.3 Planning and implementation of HIV policies			Joint UN Team on HIV/AIDS
3	0	0	3
Outcome 7 Sustainable natural resource management			

7.1 Planning and implementation of urban wetlands plans			FAO, UNDP, UNEP, UNESCO, UN Habitat
7.7 Sustainable tourism development, with handicraft and silk industries			ILO, ITC, UNCTAD, UNIDO
2	0	7	9
Outcome 8 Mitigation of climate change and natural disaster vulnerabilities			
8.1 Reduction of natural disaster vulnerabilities			FAO, UNDP, UN Habitat
8.2 Climate change adaptation and disaster risk reduction relating to water, sanitation, hygiene and shelter			UN Habitat, UNICEF
2	0	6	8
Outcome 9 Reduced impact of unexploded ordnance			
9.4 Integrated community development, Butapha pilot district			UNDP, UN Habitat, UNIDO
1	0	3	4
Outcome 10 Gender equality and participation of women			
10.1 Enhancement of gender equality and follow-up to CEDAW recommendations			UNFPA, UN Women
1	0	2	3
13	***25***	***41***	***79***

Source: Annex 5 FMM and UNDAF Action Plan Results Matrix

Table 4 UNDAF - Planned breakdown of types of UN support - Joint Programme, multi-agency and single agency support

Information was not received showing actual experience of joint programming support in relation to the Results Matrix projections, with analysis of the experience to date, nor could it be carried out by the evaluation with the data available. The main positive joint experiences cited were UN support in the areas of nutrition and maternal, neo-natal and child health, but it is assumed that more examples must have taken place.

The key factors that have affected the UN agencies working together have been essentially pragmatic in the use of agency comparative advantage in common substantive areas. However in the case of Output 5.1 Prevention and management of Under-5 malnutrition, it is understood that the need to work together in the context of the MDG Acceleration Framework initiative for "Accelerating Progress towards Improved Nutrition for Women and Children" under the coordination of the National Nutrition Committee established in mid-2013, provided added incentive for coordination and collaboration.

Furthermore, among the enabling and limiting factors which emerged from interviews, enabling ones would include top-down directives to address key issues (for example, the focus on nutrition), a perceived advantage to agencies to work together (both in terms of outcomes and ability to garner financial resources), historical agency partnerships, good working relations. Factors that did not enable agencies to work together included overlapping mandates and territorialism, lack of perceived advantage in formal collaboration, lack of monitoring and lack of incentive, interpersonal conflicts, internal agency demands and perceived excessive transaction costs.

Evaluation observations: Given that one of the key purposes of the UNDAF is to facilitate joint UN support in as many areas as possible, the RCO should facilitate a review by OGs, in conjunction with the M&E WG, of all joint programming initiatives in their Outcome areas. This would help to provide evidence for learning lessons of experience and identifying further areas of potential joint collaboration in the next UNPF. The RCO should also maintain lists of all joint programming experiences/outputs and their different modalities, in order to draw out lessons of experience.

For the next UNPF a thematic prioritization process based on national programmes included in the 8th NSEDP should help to ensure more systematic attempts to promote joint programming.

3.B.2 UNDAF design and theory of change

Assess the "theory of change" at Outcome level, and the extent to which the UN in Laos has effectively responded to the national development priorities

The UNDAF Action Plan makes no reference to a specific "Theory of Change" which guides UN support for the purpose of achieving its Outcomes and Outputs. Nevertheless, the descriptions of the ten UNDAF Outcomes given in Chapter II Programme Actions and Implementation Strategies of the UNDAF (pp 14 – 24) could be interpreted as de facto theories of change for each Outcome area, as they provide a broad rationale, logic and milestones for UN support on the basis of the current situation and national priorities. However these are insufficient for pursuing a logical sequence of activities designed to achieve specific NSEDP outcomes and outputs, and require a more systematic approach, with appropriate documentation, including "outcome support documents" and joint work plans.

It should be noted that a response to the second half of this question on "the extent to which the UN in Lao has effectively responded to the national development priorities" is given in chapter C.1.3 Response to 7th NSEDP.

Evaluation observations: The descriptions of Outcomes and the UN responses (page 14 – 24 of the UNDAF Action Plan) constitute a partial although incomplete theory of change, as does the Results Matrix as a tool linking Outputs to Outcomes.

Recommendations are made in Chapter 5.9 Planning for the next UNPF, on the need to formulate both a theory of change for the UNPF as a whole, as well as to develop appropriate documents and mechanisms to facilitate the implementation of the changes anticipated in support of NSEDP priorities. Tools to facilitate this are suggested in Annex 10.5.

3.B.3 UNCT contribution to development results

Assess the contribution made by the UNCT in the framework of the UNDAF to national development results through making judgements using evaluation criteria based on evidence.

The UNDAF Annual Reviews for 2012 and 2014 provide brief two page summaries of results of the seven Outcomes groups, of which three bring together two Outcomes (1 + 9, 4 + 6, and 7 +8). These constitute broad overviews, but do not provide a detailed assessment of the rate of achievement of each Outcome and of their corresponding Outputs and Indicators. Furthermore, the information provided on the results achieved is not linked to corresponding Outcomes and Outputs of the 7th NSEDP, thus making an evidence-based judgement on the impact on national development results impossible without more detailed research on each Outcome area and the relevant Outputs. If an assessment is to be made on the contribution of the UNCT, as opposed to the UNDAF, the evidence was not available to make such an assessment.

Evaluation observations: In the light of the need for additional information to assess the extent to which the UN system has contributed to the achievement of 7th NSEDP Outcomes, Outputs and Indicators, the preparation of the proposed UNDAF Progress Report should assist OG's to review the

relevant NSEDP Outcomes, Outputs and Indicators. This would help to demonstrate the extent to which the UN system has contributed to them, using appropriate evaluation criteria. This will also help to ascertain the relevance of UN support to national priorities (Ref. 5.3.1, 6). M&E WG members assigned to each OG should assist in preparing ORRs, UNDAF Annual Reviews and UNDAF Progress Report. (5.3.1 7)

3.B.4 Contributory factors to UNCT performance

Identify the factors that have affected the UNCT's contribution, answering the question of why the performance is as it is and explaining the enabling factors and bottlenecks.

For the first three years of the UNDAF, it appears that the UNDAF implementation did not receive the priority it should have from the UNCT, and nor were the mechanisms identified in chapter VI Monitoring, Evaluation, Knowledge Management of the UNDAF, fully put in place. This is manifested by the fact that Outcome Groups were not fully operational, UNDAF Annual Work Plans were not prepared, nor were the Annual Reviews a full record of achievement at both Outcome and Output level, as would have been desirable.

Evaluation observations: Future UNCT management and oversight should ensure that the necessary mechanisms for UNDAF management and monitoring are put in place, that OGs are strengthened and adequately staffed and led, and that monitoring instruments are developed to provide appropriate information for management purposes (ref. 5.2.3).

3.B.5 UNDAF performance and gaps in support of national priorities

Assess the performance, progress and gaps of the existing UNDAF's contribution towards supporting national priorities and goals.

The achievement ratings for both Outcomes and Outputs, as given in the Indicator Monitoring Matrix (IMM) are encouraging, and show that about 50% of indicator targets have been achieved or are on track. But this underlines the fact that substantial progress is still required before the end of the UNDAF cycle to achieve higher ratings for both Outcomes and Outputs. It also demonstrates the need for more specific reporting which analyses the performance, progress and gaps of the UNDAF's contribution towards each of the corresponding national priorities and goals, which are not reflected in either the 2012 UNDAF Summary Report, 2012 or the "UNDAF Annual Review Report, 2014".

Due to the weak theory of change for each outcome area, this evaluation could only broadly assess the results of UN agencies' support to national priorities and goals based on information gathered through reports and interviews, much of which does not directly address such questions. Any observed change at national level is likely to be due to a combination of several factors, on which evidence of the contribution of the UN agencies and projects may not be fully reported on.

Additionally, it was observed that some activities are reported on under different frameworks. For example, the WFP School Feeding Programme was reported as a contribution towards improving the UNDAF Education Outcome Area (Outcome 3). However it was also noted that the same activity was reported against Health Outcome Area (Outcome 4) for MDG Accelerated Framework even though it was not mentioned at all in the UNDAF Health Outcome Area. While technically it is not wrong as development is far from being linear, from an evaluation perspective this shows up the need for clearly coordinated components in UNDAF design as well as in monitoring. It also sends an inconsistent message in terms of the perceived theory of change for the School Feeding Programme – is the intended change expected to be health with education as an intermediary outcome or is the intended change expected to be education with health as an intermediary outcome?

Evaluation observations: The above assessment highlights the need for consistent design and monitoring in each substantive area of support. Assessing "the performance, progress and gaps of the existing UNDAF's contribution towards supporting national priorities and goals", without breaking this

down to the outcome, and even output level, is too broad an exercise, and is not possible without disaggregated data and a pre-established monitoring plan for each national priority and goal supported by the UN.

Recommendations to strengthen the quality and timeliness of outcome level monitoring and reporting are given in chapter 5.3.1 so that the performance, progress and gaps of the existing UNDAF's contribution towards supporting national priorities and goals can be more fully ascertained.

3.B.6 UNDAF's overall contribution

Reach conclusions concerning the UN's contribution across the scope being examined

As mentioned in B.4 above, reports on UNDAF results were only prepared for 2012 (UNDAF Summary Report, 2012) and for 2014 (UNDAF Annual Review Report, 2014), but are not a comprehensive nor systematic treatment of results achieved. While they do provide interesting narrative information on key achievements (2012) and progress made (2014) under each Outcome, the activities and results mentioned are not attributed to the UNDAF Outputs, indicators or agencies, and it is thus not possible to assess the extent to which output indicators have been achieved, hence the recommendation in 5.3.1 for more systematic monitoring through "Outcome Results Reports".

Thus, while the UN system has no doubt contributed to varying degrees to the achievement of the 79 outputs in the UNDAF, some of whose results are given in chapter 4.1 and Annex 4, the conclusion reached is that without a systematic review of the substantive results of each of the Outputs and their impact on their respective Outcomes, it is unrealistic to expect a full understanding of the UN's impact across the total scope of the outcomes examined.

Notwithstanding the above, the achievement ratings for both Outcomes and Outputs, as given in the Indicator Monitoring Matrix (IMM) are encouraging. They show that about 50% of indicator targets have been achieved or are on track, and thus a very broad, and imperfect, impression of the "UN's contribution across the scope being examined". However, with only just over a year to go before the end of the UNDAF period in 2016, substantial work is still required to improve on these ratings, which suggests that significant efforts are needed to achieve acceptable le rating levels. A major conclusion emerges that the UNDAF has been poorly designed and monitored to enable a fair assessment to be made of the UN's contribution.

Evaluation observations: In order to be able address "*UN's contribution across the scope being examined"* in future monitoring and evaluation exercises, indicators and criteria (substantive, operational, financial/delivery, etc.) should be established and monitored by the OGs and the UNCT, and reported upon in future "Outcome Results Reports (ORRs)" and UN Country Results Reports (CRR) (Ref. 5.3.1, 3)

3.B.7 Actionable recommendations

Generate a set of clear, forward-looking and actionable recommendations logically linked to the findings and conclusions, and identify lessons learnt to improve the strategies, implementation mechanism, and management of the next UNDAF.

The matrix in Chapter 5 brings together conclusions, lessons learned and recommendations relating to the following nine areas:

5.1 UNDAF design, with particular reference to prioritization, narrative text, the Results Matrix, Outcome design, Output design, Programme and project design, UNDAF documentation, and links with UN agency country programmes;

5.2 UNDAF implementation, with reference to Joint programming and/or single agency support; work planning, and the delivery of inputs;

5.3 UNDAF monitoring, with reference to the Outcome and Output levels, the satisfaction of the evaluation criteria of relevance, effectiveness and sustainability, substantive results, resource mobilisation and delivery;

5.4 UNDAF management and accountability arrangements, with reference to the UNDAF/UNPF Steering Committee, the proposed UNPF Management Board, the strengthening of Outcome Groups (OGs), the strengthening of the role of the Monitoring and Evaluation Working Group (M&E WG), and the strengthening of the Resident Coordinator's Office (RCO);

5.5 UN Communications Group (UNCG), and its support to the preparation of "Stories worth telling" and eventual reports on UN support by theme/sector and at provincial and district level;

5.6 Gender mainstreaming, in relation to its six recommendations of empowering the Gender Working Group; prioritizing gender mainstreaming (GM) in joint processes; developing UN capacity to foster gender equality (GE); engendering M & E, Developing annual Gender Responsive Budgeting (GRB), and aligning the UNPF to UNDG minimum standards for gender equality;

5.7 Human Rights, particularly with regards to the UN support to the follow up to the UPR recommendations;

5.8 Relationships with Development Partners (DPs), in relation to regular events to exchange information and coordinate with other multilateral, bilateral and NGO partners, including in the context of UN involvement in Sector Working Groups (SWG)

5.9 Planning for the next UNPF, in relation to the up-dating of the 2011 Country Analysis, reviewing 8th NSEDP priorities, formulating Theories of Change for the UNPF as a whole as well as for individual outcomes and sub-outcomes, aligning future support with the Sustainable Development Goals (SDGs), and preparing relevant UNPF documentation in the form of an overall "Strategic Document" and a more operational "Implementation Document", with Results Matrices. Eventual Outcome-specific "Outcome Support Documents" might be desirable to provide a fuller framework for Joint Work Plans (JWPs). These recommendations are also complemented by detailed suggestions in Annex 10.5 on an eventual structure of the UNPF based on alignment with 8th NSEDP priorities;

5.10 Challenges, in relation to the need to address key constraints which might hinder UNDAF effectiveness. These relate to the support roles of the RC/UNCT and RCO as well as the continued development and use of tools and resources to facilitate design, implementation, coordination and reporting. These also recognize the very real challenges of ensuring that, in an environment of financial and staff constraints and agency-focused priorities, OGs are adequately led, staffed and managed to produce solid programme and project support documents and monitoring reports, which can provide evidence of performance and accountability for stakeholders.

Evaluation observations: The Matrix given in chapter 5 shows that the above recommendations are linked to the overall Conclusions of the evaluation, and Lessons learned. It also attempts to be "actionable" through the addition of a column for "Management response"[24] in order to assist in completing the UNDAF Evaluation Management Response Template[25] and in "improving strategies, implementation mechanisms and management of the next UNDAF".

3.C. Findings relating to UNDAF Relevance, Effectiveness and Sustainability

[24] The column for "Management response" was included in Draft 3, but omitted in the Final version. It should however be used by the RCO and UNDAF management as an internal tool so as to facilitate monitoring of follow-up of these recommendations, as subsequently agreed upon by the UNCT.

[25] Ref. Annex 1 UNDAF Evaluation Management Response Template in UNEG Guidance on preparing Management Responses to UNDAF Evaluations (UNEG/AGM2012/4C). Additional columns can be added by the RCO to record: 1) Key action(s), 2) Time frame (or deadline), 3) Responsible unit(s), 4) Tracking (or monitoring (Comments (or action taken), Status.

3.C.1 Relevance

The purpose of this section is to examine the relevance and coordination of the UNDAF as a whole in relation to the issues it was designed to address as well as their underlying causes, following the sequence of the evaluation questions as presented in the TOR.

3.C.1.1 UNDAF prioritization and gaps

How well have the UNDAF outcomes addressed key development issues in Lao PDR, their underlying causes and challenges, and which are the gaps that should (have) receive(d) more attention?

Thirteen broad thematic challenges were identified in the Country Analysis (CA) Report (2011)[26], together with a description of the situation behind each one and the causes. Regrettably, no suggestions for UN support and prioritization were given in the Country Analysis, nor were the corresponding 7th NSEDP directions and main tasks mentioned in the text[27]. Suggestions along these lines would have helped in the formulation of subsequent UNDAF priorities. In the event, it appears that the UNDAF absorbed all of the thirteen challenge areas into its ten Outcome areas, and included outputs to address relevant areas.

In order to facilitate tracking of the extent to which UNDAF outcomes and outputs addressed key development issues, it would have been useful if the proposed contribution of UNDAF support had been clearly articulated and designed to support 7th NSEDP outcomes outputs and national programmes, and their results and impact monitored accordingly in conjunction with NSEDP monitoring processes and M & E staff.

In terms of gaps meriting more attention, the UNDAF results framework would have benefited from deeper attention to targeting and data disaggregation as a means of measuring whether key vulnerable groups had been successfully reached by UN actions over the UNDAF period. Furthermore the focus on key areas of vulnerability as laid out in the CA was not transferred comprehensively to the UNDAF, for example issues relating to regional disparities, ethnicity, youth and women. Other gaps relate to the promotion and protection of human rights, for which no inputs were included under Outcome 2, but were subsequently the subject of considerable attention during the UPR process.

Regarding gender, the UNDAF included one gender outcome, with three outputs, while six of the ten outcome areas included at least one gender sensitive indicator at the higher level. However, gender focus was weaker at the output level. Approximately ten percent of outputs were framed in a gender sensitive manner[28], falling short of the UNDG minimum standard of at least one-third of outputs articulating tangible improvements to gender equality. Mixed results were found at the indicator level with gender sensitivity gender sensitivity meeting minimum standards at 42 percent of output level indicators (32 out of a total of 77 eligible indicators).[29] The results framework, however, included only 42 percent of gender sensitive baseline data, far below the minimum standard of 100 percent baseline

[26] Priority areas identified in the 20121 Country Analysis were: 1) Rural poverty, 2) Job creation and employability; 3) Basic education; 4) Food and nutrition security; 5) Maternal and infant mortality and health system capacity development; 6) Ecosystem changes 7) Vulnerability to disasters, 8) Empowerment of women and young people; 9) Violence against women, children and young people; 10) HIV and communicable diseases, and the cross-cutting issues of 11) Governance; 12) Gender equality and 13) Data and evidence for policy-making.

[27] The Seventh Five-year National Socio-Economic Development Plan (2011 – 2015) (7 October 2011)

[28] Only eight out of the total 79 outputs articulated gender equality. The eight fell exclusively under Outcomes 2, 3, 6 and 10.

[29] The indicator and baseline analysis was calculated based on figures that excluded all data that was not conducive to gender sensitivity or sex disaggregation (e.g. share of agricultural sector in national budget, percent of health facilities). This excluded 166 indicators from a total of 243, leaving 77 qualifying indicators. Thirty-two of the 77 qualifying baselines were gender sensitive (42 percent).

data disaggregated by sex.

Evaluation observations: UNDAF priorities were based on areas identified in the Country Analysis, but did not specifically refer to the corresponding priorities given in the 7th NSEDP. More systematic linkages between UNPF and 8th NSEDP ones, and support to the related national programmes would help to ensure that future UN priorities are fully compatible with government ones. In future, a review of 8th NSEDP priorities and UN comparative advantages, together with the Matrix for alignment of UNPF priorities with NESDP and SDGs (Appendix 1 of Annex 10.5) should help to ensure that UN support addresses these priorities, and avoids gaps (ref. 5.1.1).

3.C.1.2 UN agency CP design and support to the UNDAF

To what extent have the agency-specific Country Programmes been results-oriented, relevant and mutually reinforcing to UNDAF Outcomes, values and principles?

A brief review was carried out of the Country Programme documents (CPDs) of 10 agencies: UNDP Country Programme Document, UNFPA Country Programme Document, UNICEF Country Programme Document, WFP Country Programme, WHO Country Strategy, FAO Country Programme Framework[30], UNODC Country Programme Framework, ILO (Decent Work Country Programme), IFAD (Country Strategic Opportunities Programme, COSOP), UN Women Strategy Note (2015-17) and the UNESCO Country Programme Document (UNCPD). While some agencies use the same wording as the UNDAF's Outcome statements (e.g. UNDP, UNFPA), others use their own language for their agency priorities, and link them in various ways to UNDAF priorities.

All those reviewed have given broad support to UNDAF objectives. UNDP, UN-Habitat, UNFPA and UNICEF have made deliberate efforts to align their country programme according to their commitment to UNDAF. However, most CPs focus on agency-related support and tend to give secondary priority to UNDAF outcomes and outputs. The articulation of linkages between agency support and UNDAF priorities in agency CP documents needs to be strengthened.

Annex 8.2 shows the Planned participation by Agency in UNDAF outcomes (Fig 24) and the number of agencies supporting each outcome (Fig 25). In those cases where several agencies are supporting the same outcome, the experience is mixed as to the extent to which they are closely coordinated (e.g. under joint programming initiatives), or very little, where stand-alone single agency projects exist.

[30] FAO CPF (p.28) 4.2 Coherence with United Nations Development Assistance Framework (UNDAF). The UNDAF commits that the UN will work with the GOL to address capacity gaps in six priority areas. Four of these are highly relevant to FAO's mandate, namely inclusive and equitable growth, human development, NRM and gender. UNDAF has defined ten intended Outcomes, five of which are relevant to FAO's mandate.
Outcome 1: By 2015, the GOL promotes more equitable and sustainable growth for poor people in the Lao PDR
Outcome 5: By 2015, vulnerable people are more food-secure and have better nutrition
Outcome 7: By 2015, the GOL ensures sustainable NRM through improved governance and community participation
Outcome 8: By 2015, the GOL and communities better adapt to and mitigate CC and reduce natural disaster vulnerabilities in priority sectors
Outcome 10: By 2015, people in the Lao PDR benefit from policies and programmes which more effectively promote gender equality and increased participation and representation of women in formal and informal decision-making
In addition, FAO included a most useful "CPF Priority Matrix" in its CPF (Annex 4) to link Government Policy, FAO Strategic Objectives, FAO Regional Priorities and UNDAF Outcomes for Lao PDR.

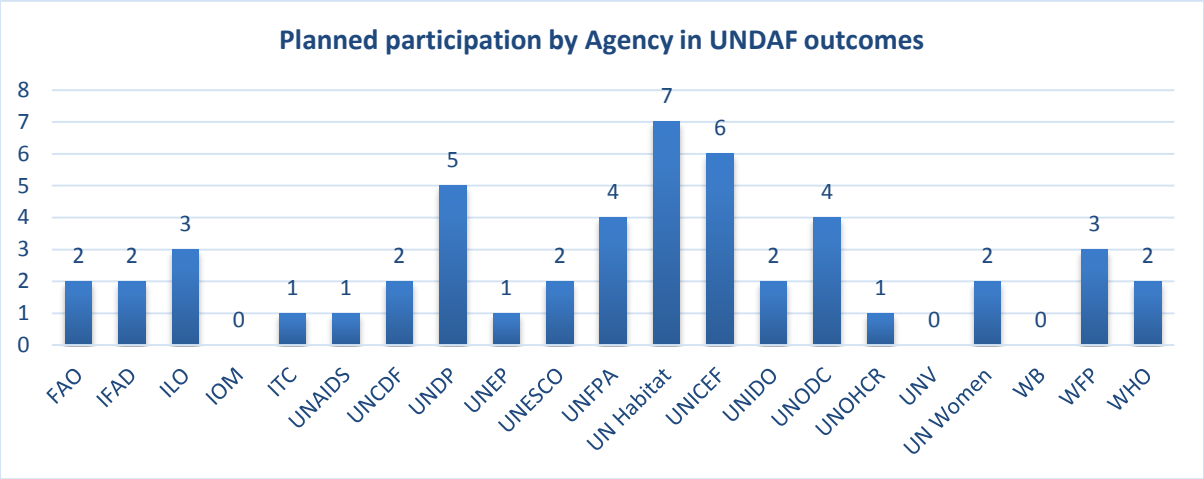


Figure 2 Planned participation by Agency in UNDAF Outcomes (Data derived from UNDAF Results Matrix)

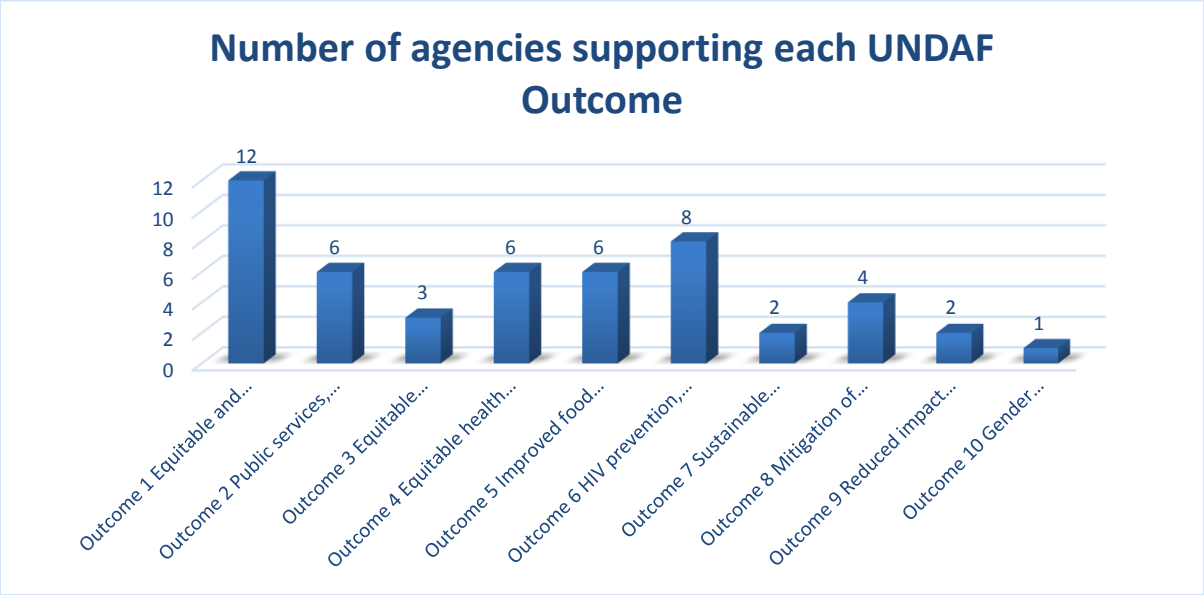


Figure 3 Number of agencies planning to support each UNDAF Outcome (data derived from UNDAF Results Matrix)

Evidence to demonstrate attempts to optimize the comparative advantage of each agency to achieve UNDAF outcomes, values and principles is provided in project and joint programme documents. However, some agencies provided support which related more to agency mandates and was not necessarily mentioned under UNDAF outputs, for example IFAD, ILO, FAO, UN Women.

Evaluation observations: The UNPF should envisage a series of "Agency annexes" whereby planned agency support to each UNPF Outcome is summarized in agency-specific annexes. These Annexes would thus provide the structural basis for agency country programmes, and ensure that agency support is closely aligned to UNPF outcomes and priority thematic areas. This should enable the articulation of linkages between agency support and UNDAF priorities to be strengthened in agency CP documents.

An up-dating of the table in Annex 8.2 would be useful for the next UNPF, with annexes attached to the UNPF document(s) and CP documents to illustrate planned UN agency support to each Outcome. (Ref. 5.9.3)

3.C.1.3 Response to 7th NSEDP Plan

How well does the UNDAF generate a coherent UNCT response to the 7th National Socio- Economic Development Plan (NSEDP) for 2011-2015?

The 10 UNDAF Outcomes are a selective response to 7th NSEDP priorities based on individual agency mandates and capacities. The UNDAF Action Plan shows that the UNDAF Outcomes are aligned with some, but not all NSEDP development priorities, as well as with certain Sectoral Plans (see Table in UNDAF p. 26, reproduced below).

UNDAF Outcome	7th NSEDP specific directions and tasks	Sectoral plans
OUTCOME 1 : Equitable and sustainable growth	• 1/ Rural development and poverty reduction	
OUTCOME 2 : Public services, rights, and participation	• 7/1. Strengthening government authority representative agencies and enhancing people's participation	• Strategic Plan on Governance 2011-2020
	• 7/2. Public Administration development	• Public Service Implementation Strategy
	• 7/3. Laws and legal system development	• Legal Sector Master Plan 2020
OUTCOME 3 : Equitable education and training	• 3/ I. Education and Human Resource Development	• National Education System Reform Strategy 2011-2015
		• Education Sector Development Framework 2009-2015
		• Education For All National Plan of Action 2007-2015
OUTCOME 4 : Equitable health and social welfare services	• 3/ II. Health and Nutrition	• 7th Health Sector Development Plan 2011-2015
		• Strategy and Planning Framework for the Integrated Package of Maternal Neonatal and Child Health Services 2009-2015
		• National Strategy on Rural Water Supply and Environmental Health 2011-2015
		• Strategic Plan for Social Welfare Development for 2011-2020
OUTCOME 5 : Improved food security and nutrition	• 2/ Agriculture and forestry sector	• National Nutrition Strategy and Plan of Action 2010-2015
	• 1/ Rural development and poverty reduction	
OUTCOME 6 : HIV prevention, treatment and support	• 3/ II. Health and Nutrition, target 8 (HIV)	• National Strategic Plan of HIV/AIDS and STI 2011-2015
Outcome 7 Sustainable natural resource management	4/ Environmental Protection, Natural Resource Management and Sustainable Development	• National Disaster Management Plan (draft)
	1/ Rural development and poverty reduction	
OUTCOME 8 : Mitigation of climate change and natural disaster vulnerabilities	• 4/ Environmental Protection, Natural Resource Management and Sustainable Development	• Strategic Plan for Disaster Risk Management 2003 – 2020
		• Draft National Strategy and Action Plan for Adaptation to Climate Change

OUTCOME 9 : Reduced impact of unexploded ordnance	• 3/ III. Labour and social welfare, target 6	• The Safe Path Forward II (draft) • 10-Year Plan (draft)
OUTCOME 10 : Gender equality and participation of women	• 3/ V. Population policy, promotion of gender equality and women's advancement	• National Strategy for the Advancement of Women (2011-2015)

Table 4 Linkages between UNDAF Outcomes, 7th NSEDP specific directions and task, and Sectoral Plans

Evaluation observations: While the UNDAF Outcomes are duly aligned and supportive of 7th NSEDP priorities and sectoral plans, UN support is not necessarily "coherent" or well-coordinated due to the wide variety and types of outputs given in some of the Outcomes. For example Outcome 1 contains outputs relating to widely different themes of planning and statistics, aid effectiveness, and economic support to poor people (savings and loans); while Outcome 2 brings together three very different themes of public services, protection of human rights and participation in decision-making support.

The next UNPF should ensure that outputs are carefully grouped by sub-outcome or theme, in support of selected NSEDP priorities so as to enhance coherence and critical mass (Ref. 5.3.6).

3.C.1.4 Relevance to international goals

To what extent has the UNDAF AP for Lao PDR and its Outcomes been relevant in terms of internationally agreed goals and commitments, norms and standards?

UNDAF programming has provided a framework of support to the internationally agreed goals and commitments, norms and standards, with comprehensive alignment with the MDGs (see Fig 1 below). This included the reduction of malnutrition (MDG 1), support to education (MDG 2), gender equality and women's empowerment (MDG 3 and CEDAW), maternal, neo-natal and children's health (MDGs 4 and 5), combatting HIV/AIDS (MDG 6), promoting environmental sustainability through biodiversity conservation and forest resources management (MDG 7), water and sanitation (MDG 7).

As can be seen from Fig 1 below, UNDAF Outcomes directly contribute to achieving the nine Millennium Development Goals (MDGs), with four UNDAF outcomes directly contributing to the achievement of the three seriously off-track MDGs in the Lao PDR, while three outcomes directly contribute to the achievement of the four off-track MDGs. This reflects the UN system's commitment to support the Lao PDR to bring the MDGs in Lao PDR back on track, and to see them achieved by 2015.

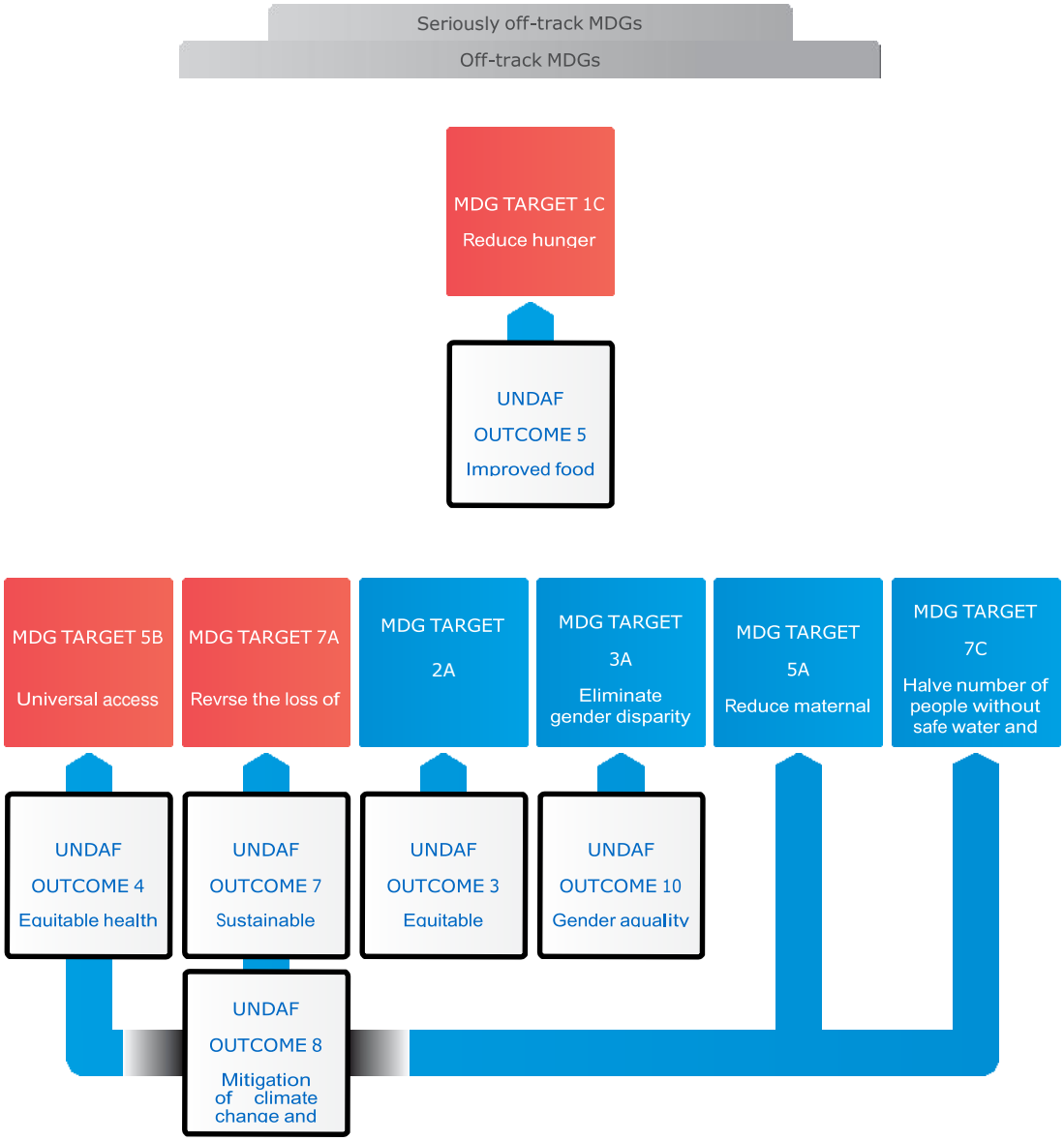


Fig. 1 Relationship of UNDAF Outcomes to MDG Targets (Source: UNDAF Action Plan, p. 27)

In addition, the table below shows the links between UNDAF Outcome areas, the MDGs and some relevant international conventions.

	UNDAF Outcome area	MDGs	International conventions
1	Equitable and sustainable growth	1. Eradicate extreme poverty and hunger	International Convention on Economic and Social Rights (ICESR) Paris Declaration on Aid Effectiveness
2	Public services, rights and participation	8. Global partnership for development	International Convention on Civil and Political Rights (ICCPR) Convention on the Rights of the Child (CRC) Other Human Rights Conventions
3	Equitable education and training	2. Achieve universal primary education	Education for All (EFA)

4	Equitable health and social welfare services	4. Reduce child mortality, 5. Improve maternal health	International Convention on Economic and Social Rights (ICESR)
5	Improved food security and nutrition	1. Eradicate extreme poverty and hunger	
6	HIV prevention, treatment and support	6. Combat HIV/AIDS, malaria and other diseases	UN GA Special Session (UNGASS) on HIV/AIDS
7	Sustainable natural resources management	7. Ensure environmental sustainability	Convention on Biodiversity;
8	Mitigation of climate change and natural disaster vulnerabilities	7. Ensure environmental sustainability	UN Framework Convention on Climate Change (UNFCC) Montreal Protocol on Ozone Depleting substances Stockholm Convention on Persistent Organic Pollutants (POPs) International Decade for Natural Disaster Reduction (IDNDR)
9	Reduced impact of unexploded ordnance	National MDG 9 Reduced impact of UXOs	Convention on Cluster Munitions (CCM)
10	Gender equality and participation of women	3. Promote gender equality and empower women	CEDAW, Beijing Plan of Action, Beijing + 20 Plan of Action

Table 5 Links between UNDAF Outcome areas, MDGs and International Conventions

Evaluation observations: The UNDAF has been well aligned with MDGs and other international goals. This should be continued through support to the SDGs in the UNPF and extended through support to relevant conventions (e.g. environment), treaties (e.g. human rights). These should be incorporated into the UNPF (see Annex 10.5 Appendix 1 Matrix of alignment, and Appendix 2 SDGs) (ref. 5.7), and a suitable matrix devised to facilitate monitoring of compliance.

3.C.1.5 UNDAF design and operational tools

To what extent was the UNDAF results matrix flexible and relevant to respond to new issues and their causes as well as challenges that arose during the UNDAF cycle?

The UNDAF Results Matrix responded partially to the reality of agency support and corresponding projects. However, instead of being revised on an annual basis to reflect changes (as envisaged in the UNDAF Chapter VI Monitoring, Evaluation, Knowledge Management, last para), suggestions for revised outputs and indicators were only made in 2014/15 but were not formalized in an agreed revision. Some Outcome indicators (e.g. Outcome 2) were changed during the course of implementation. The M&E WG admitted that apart from during initial training when the matrix was used, "we never went back to it"[31].

As a result, for instance, many indicators for outcome 6 (HIV/AIDS) were no longer relevant due to loss of funding (UNAIDS do not have a country programme since the end of 2013) or a change of activities (instead of maintaining an active PMTCT training component, UNICEF adapted their HIV support to surveillance of mothers and children with HIV through ANC.

[31] Ref. Consolidated responses to first draft.

As a framework, it was unrealistic to expect it to be valid for the entire UNDAF period. But the lack of annual work plans covering both Outcome and Output levels deprived the UNDAF of a tool to reflect changes and thus make it flexible and relevant on a continuous basis. Furthermore, there were significant issues throughout the results framework with indicators that were not measurable, attributable or relevant, and this contributed to the failure to fully implement and monitor the framework.

However, this did not impede agencies from approving projects according to need and funding availability.

Evaluation observations: The UNDAF results matrix was flexible and relevant to respond to new issues, but it was not up-dated during the course of the UNDAF. If it had been, this would have required accompanying monitoring to reflect changes. Furthermore, it was not used as a monitoring tool to verify the achievement of outputs and indicators. In terms of design however, the results matrix did not group outputs by sub-outcomes, and the links with outcome indicators was often not clear.

The UNPF and its corresponding documentation should ensure that future results matrices are both up-dated and monitored on a systematic and regular basis to ensure their usefulness as a planning and monitoring tool.

3.C.2 Effectiveness

The purpose of this section is to examine the Effectiveness of the UNDAF, and the extent to which planned results, including outcomes are achieved as a result of the UNDAF implementation. It follows the sequence of the evaluation questions as presented in the TOR, starting with a general overview, before going into the details per Outcome, for the Outcomes 1 to 5.

In order to facilitate analysis, a traffic light rating system was devised to assess the achievement of indicators, as given in the Word document "Progress against Outcome and Output Indicators of the Lao PDR UNDAF Action Plan 2012 – 2016" prepared by OGs, whereby the latest information (Status year, 2014/15) was compared with that given in the Baseline (2012) and Target (2016). For this purpose, and to enable numerical results to be obtained, this Word document was converted to an Excel one, and is included as Annex 6 "Indicator Monitoring Matrix (IMM)".

Ratings to each Outcome and Output indicator were given on the basis of the information provided, this helped to illustrate whether the Outcome indicator had been:

Achieved

On track but potentially delayed

Not achieved, or progress off-track

Data not available

In this respect, a "1" was placed in the relevant column, and aggregations of these figures were then made in order to assess the number of outcome and output indicators which had been achieved or not, or were on track, or for which an assessment could not be made due to the absence or inadequacy of data. Where possible, the ratings were checked with the Outcome groups and agency staff who had completed the Word document (e.g. OG 3, 4, 5, 6 and 10), though not necessarily triangulated with third parties.

3.C.2.1 Achievement of Outcomes

What progress has been made towards the realisation of UNDAF outcomes?

The IMM and table 6 and Fig 7 below show that of the 64 Outcome indicators, 19 had been achieved to date (27.9%) have been achieved and 17 (25.0%) are on track (or 52.9%), while information on the status of implementation of a further 19 (27.9%) is still unclear. It can only be hoped that by the end

of the UNDAF in 2016 a larger number of the on-track and "information unknown" indicators will have been clarified and achieved, thus raising the proportion of outcomes achieved. Considering that the achievement of outcomes is by definition the responsibility of governments and outside project or UN control, and that in reality, outcomes may only be realized after the UNDAF period, this is an encouraging trend, and demonstrates that the Government has taken, or is taking necessary measures to use the outputs produced with UN support, (e.g. laws drafted and approved, institutions planned and established, human resources capacity improved and now used, etc.) for over half the indicators, although this still leaves nearly 27.9% of those on which information is not available, still to be clarified[32].

Outcome Indicators	Achieved	On track	Not achieved	Data not available	Total
Total - All Outcome Indicators	19	17	13	19	68
Percent	27.9	25	19.2	27.9	100.0

Table 6: Status of Outcome Indicator achievement (by number of indicators and percentage)

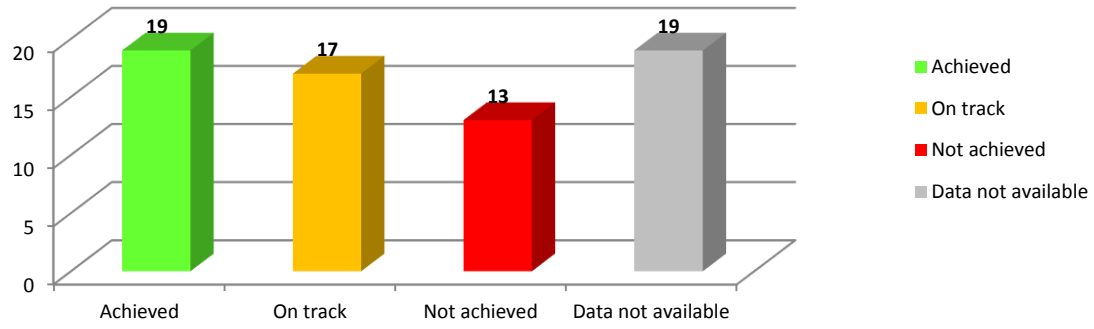


Figure 2: Status of Achievement of UNDAF Outcome Indicators

However, the achievement of **Outcomes** is dependent on the achievement of Outputs. In this respect, Table 7 and Figure 3 below for the 288 Output indicators shows similar proportions in relation to Outcomes, namely those achieved (68 or 30.9%), equaling those on track (68 or 30.9%) and only 28 (12.7%) not achieved. However, data on a quarter (56 or 25.6%) of the indicators is not available, either being unmeasurable or difficult to measure. Once again, the high number of indicators for which information has not been given is a matter of concern and should be addressed through more detailed output-level monitoring.

After nearly four years of implementation (2012 – 2015), considering that the delivery of **Outputs,** as measured by their respective indicators, is by definition the responsibility of the UN system and stakeholders. It might be assumed that more outputs would already have been achieved (up from 30.9%) and those on track less (down from 30.9%), while those where data not available would have fallen (down from 25.5%). It would be helpful to ascertain the reasons for "non-achievement". This could legitimately be attributed to resources not being available or mobilized, or inputs delivered.

This should be explored further, as well as the impact of the Output indicators on the achievement of the Outcome indicators, particularly since the links between the former and the latter are not always evident.

[32] NB Additional information is expected on many Outcomes and Outputs when this is available from the Lao Social Indicator Survey (LSIS) in 2016.

Output Indicators	Achieved	On track	Not achieved	Data not available	Total
Total - All Output Indicators	68	68	28	56	220
Percent	30.9	30.9	12.7	25.5	100.0

Table 7: Status of Output Indicator achievement (by number of indicators and percentage)

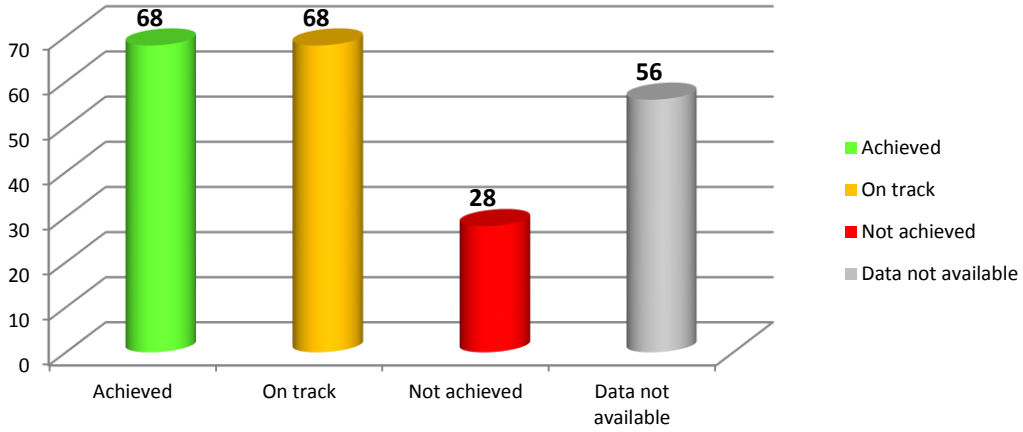


Figure 3: Status of achievement of all UNDAF Output indicators

Evaluation observations: According the information available, and the IMM methodology used, good progress has been achieved on Outcomes, but more is required on Outputs, over which the UN system, by definition has more control.

Increased attention should be given to monitoring of both outcome and output indicators, with analysis of links between the two, reasons for achievements and shortfalls, issues to be addressed and resources mobilized and delivered (Ref. 5.3.1)

3.C.2.2 Contributory factors to UNDAF outcome realisation

What factors contributed to the realisation or non-realisation of the UNDAF outcomes?

It is evident that a variety of factors may have contributed to the realisation or non realisation of UNDAF outcomes, which by definition, are outside the direct control of UN support. With a total of 68 Outcome indicators, the evaluation team was not able to examine or document in any depth the individual indicators concerned, nor the reasons for shortfalls, which should in any case be the responsibility of OGs or project management and steering committees. Such information was not given by OGs in their completed Outcome and Output Performance matrices.

In many cases, the outcome definitions may have been too ambitious for the outcomes to be achieved with the resources available, particularly if those planned were not in fact mobilized. Nevertheless, it is suggested that the following five factors may have contributed in particular to the non-realisation of UNDAF outcomes:

- Lack of strategic and realistic targeting of project support in relation to outcome aspirations.
- Lack of adequate resources projected for the attainment of often ambitious outcome indicators.
- Failure to raise resources in line with original projections, recognizing that available core and non-core resources amounted to only about one third of the UNDAF targets (ref. 4.2.1, Table 10 below), and substantial additional resources needed to be raised..
- Shift in priorities or direction within Outcome areas due to emerging needs or opportunities.

- Lack of optimization of individual agency comparative advantage to support the Lao PDR government to achieve their national goals.

  Evaluation observations: Systematic information was not collected on factors which contributed to the realisation or non-realisation of the UNDAF outcomes in view of the large number of very diverse outcome components (indicators, outputs etc.) and the need to focus on what was achieved in relation to that planned. Recommendations are made to strengthen this analytical component (5.3.1, 5.3.2).

  3.C.2.3 Contribution of UN to Outcome achievement

  To what extent can progress towards UNDAF Outcomes be attributed to the work of the UN in Lao PDR?

  Most of the UNDAF outcome indicators were also the national indicators for development. Given that most, if not all, UN agencies are not present in every province, it is not realistic to attribute examples of national progress to just the work of the UN. Development is a dynamic process in which government, development partners, UN agencies, national and international NGOs, private sectors may all be involved.

  Examples of significant UN support for the attainment of Outcomes include: access to financial services; planning, monitoring and statistics, and aid management and effectiveness (Outcome 1); civil service reform and service delivery, legal sector reform and human rights advocacy (Outcome 2); support to education (Outcome 3); the nutrition and MNCH joint programming support mechanisms in the health sector (Outcome 4), food security and nutrition (Outcome 5), HIV/AIDS prevention and treatment (Outcome 6), climate change mitigation and adaptation, disaster risk reduction and prevention (Outcome 8), UXO coordination and resource mobilisation, and the promotion of gender equality and women's empowerment (Outcome 10).

  With more comprehensive documentation of the contribution of each UN agency's support towards the UNDAF outcomes, in both financial and substantive terms, it would be possible to obtain a fuller impression on the work of UN. But the absence of any systematic monitoring mechanisms which would help to assess the extent to which "*progress towards UNDAF Outcomes can be attributed to the work of the UN in Lao PDR"* in comparison with other inputs*,* accumulating evidence on the above will be unsatisfactory. The challenge thus lies in verifying if these "attributions" are the effects of individual UN agencies or of them working together through UNDAF.

  Evaluation observation: Assessing "*the extent to which progress towards UNDAF Outcomes can be attributed to the work of the UN*" is challenging, without information on contributions of other partners in each Outcome area. Nevertheless, examples do exist of significant UN contributions to the achievement of the Outcomes (see above), although evidence to support this may not be complete.

  In order to address such questions in future, it is recommended that the M&E WG devise suitable templates or methodologies in order to assist in discerning the impact of UN support on specific UNDAF and NSEDP objectives. Recommendations to address this need are made in 5.2.1 and 5.2.2.

  3.C.2.4 Impact of unintended results

  How have unintended results under the Outcomes 1,2,3,4 and 5,if any, affected national development positively or negatively and to what extent have they been foreseen and managed.

  The evaluation focused mainly on intended results and as far as possible those relating to the achievement of indicators in the Results Matrix. However, in the course of reviewing AR reports, some activities emerged from a review of the2014 UNDAF Annual Review which were not specifically mentioned as indicators, and can thus be considered as "unintended results". These include:

- Economic integration: Support to preparations for *entry into the ASEAN Economic Community (AEC)* (Outcome 1), which will no doubt be of value in work towards graduation from LDC status;

- Rule of law: Support to *penal reform*, which is a good example of coordinated UN agency support, presumably (although not specified) under either Output 2.4 Legal Sector Master Plan or 2.7 Application of criminal and civil l law);
- Human rights: Preparation of the Universal Periodic Review (UPR) on human rights (which was not envisaged under Outcome 2, or any other human rights initiative except for women's rights and CEDAW compliance (Output 2.13). This will no doubt be of great value in planning future support in the cross-cutting areas of human rights, under the framework of the "Rights Up Front" Detailed Action Plan (Updated January 2014) and the generic UPR Recommendations which the Lao PDR UPR addressed.
- Gender issues: The preparation of the Law on *preventing and combatting Violence Against Women and Children (VAWC)* (2014) and support to the National Action Plan on VAWC, which was not included under Outcome 10, or 2.13, which will be of importance for the protection of women's and children's rights.

  Evaluation observation; While the Annual UNDAF report 2014 made reference in general terms to "progress made in 2014 toward this outcome", through mention of certain results which were linked to (though regrettably without attributing them to numbered UNDAF Outputs), some unintended results (i.e. not planned in the Results Matrix) have been achieved, including the above.

  In future, such information should be included in Outcome Results Reports and Annual UNDAF Country Results Reports (ref. 3.C.2.4 , point 4), and future monitoring arrangements should foresee the collection by OGs and project managers of information on unintended consequences.

  3.C.2.5 Promotion of partnerships

  To what extent does the UNDAF promote effective partnerships and strategic alliances of the UN with key stakeholders around the main National development goals and UNDAF outcomes areas (e.g. within Government, with national partners, International Financial Institutions and other external support agencies)?

  One of the key purposes of the UNDAF was to promote effective partnerships between UN agencies as well as with other development partners or stakeholders. Examples of effective partnerships include those relating to:

  - Access to finance (UNCDF/UNDP/Bank of Lao) (Outcome 1);
  - Rule of law and compliance with human rights commitments (UNDP, OHCHR) (Outcome 2
  - Support to penal reform and the rule of law (UNDP, OHCHR, UNICEF. MoJ)(Outcome 2);
  - Education (UNICEF, UNESCO/MoES)(Outcome 3);
  - MNCH (WHO, UNFPA, UNICEF/MoH) (Outcome 4),
  - Combatting malnutrition (FAO, UNICEF, WFP, WHO, WB) (Outcome 5)
  - HIV/AIDS prevention, combatting and treatment (Outcome 6),
  - Climate change , natural disaster reduction (UNDP, FAO/, MNRE/NDMO), (Outcome 8)
  - UXO risk reduction (UNDP, UNICEF) (Outcome 9)
  - Gender equality (UN Women/ NCAW and LWUO (Outcome 10)

  However, development partners and CSOs shared their observations that the UN family is fragmented, lacks coherence and vision in their interactions with them, and fails to consult with them adequately so as to develop synergies with them. Additionally, DPs and CSOs consulted during the evaluation felt

left out of the UNDAF design and elaboration processes and expressed a desire for UN agencies to take a stronger position to facilitate their engagement in joint programming activities.

While they recognized that the UN system as a whole has made progress in improving CSO engagement, successes have been more notable at project level, rather than in higher level processes such as the UNDAF, and there remains a need to address this as per the recommendation below.

Evaluation observation: The UNDAF Results Matrix identifies a large number and variety of national partners with whom UN agencies planned to work in support of each Output. Most Outputs involve more than one national partner. Other development partners (while not mentioned in the RM), also contribute to UN support, either financially or through parallel arrangements. The UNDAF thus promotes partnerships and strategic alliances with Government, national partners, IFIs and other external support agencies. As for how "effective" these are, only a more detailed analysis of partnership arrangements (UN, national, international) in relation to specific criteria, can answer this question. Future Outcome Review Reports and UNDAF Country Results Reviews should collect and analyse the extent and impact of partnership arrangements.

(Ref. Recommendation 5.2.6)

3.C.2.6 Use of UNDAF for coordination and planning

How has the UNDAF been used by UN agencies and government institutions for coordination, in planning their activities and setting goals?

The UNDAF has been effective in promoting awareness of the need for partnerships between UN agencies in pursuit of common objectives and outcomes. The large number of planned Joint Programmes and joint programming (multi-agency) partnerships, totaling 38 or 48.1% (see 3.B.1, Fig 3 above) is evidence of a concerted effort to promote joint programming, although the lack of monitoring of joint programming arrangements makes this hard to verify in terms of results. This is made more difficult by the absence of Outcome level Annual Work Plans and monitoring reports.

At the Output and project level, joint programming and planning has taken place at least for formal joint programmes, of which the two examples of *maternal, neo-natal and child health* (Output 4.5) and *nutrition* (Outputs 5.1 to 5.3) provide positive examples. Further analysis of the impact of the UNDAF in planning, goal-setting and coordination and in the effectiveness of joint programming modalities for all the 38 Outputs where joint programming arrangements were planned, would be desirable. This would help to inform UNDAF and agency management and OGs of lessons of experience, and to ensure that common modalities are used and monitored. This should include the effectiveness of joint standing committee arrangements for monitoring.

The evaluation identified weaknesses within the coordination structures at higher levels for gender mainstreaming. The Gender Theme Group (GTG) was essentially integrated into OG 10 at the start of the UNDAF cycle, but the group was never properly configured to play a coordination role nor was it held accountable to do so. The group did not have a revised TOR or a work plan at the time of the evaluation, though work was in progress on these fronts. Group effectiveness as a coordinating body was also restricted by a lack of financial resources, and members that were not at decision-making levels.

Evaluation observations: The UNDAF Results Matrix has been the first instrument for planning potential partnerships in support of UNDAF Outcomes and Outputs. This has been built on in the formulation of project documents and joint annual work plans at the project level, although not at the Outcome (OG) level. This process can be strengthened through the formulation of Outcome-level Joint Work Plans (JWP) in which Outcomes, Outputs, activities and project support can be planned and monitored in a coordinated way, with a common format for reporting.

(Ref. 5.3.6 . Joint programming and partnerships experience)

3.C.2.7 Role of UNDAF and Outcome Groups in joint programming

How have the UNDAF and the work of Outcome Groups enhanced joint programming by agencies and/or resulted in specific joint programmes?

According to the 2014 RC Report[33], UN outcome groups (OGs) regularly coordinate, monitor and reports on the progress and the timely delivery of outputs. In 2014 the original ten OGs were reduced to seven through the merger of OGs 1 and 9, 4 and 6 and 7 and 8. Annual reports of OGs were not received, which may suggest that they were never prepared[34]. Meetings with OG chairs suggested that the capacity of OGs to function adequately during the first three years of the UNDAF varied greatly, and was less than envisaged in in Chapter III Programme Management and Responsibilities of the UNDAF AP.

Evidence of the role of the OG for Outcome 1 in promoting joint programming and joint programmes was not received, while that for Outcome 2 facilitated the coordination of UN inputs to penal reform through the work of a task force of UN agencies and development partners to the penal code drafting committee. With regard to Outcome 3 the Education Sector Working Group (ESWG) served as the key coordination mechanism and superseded the need for a separate UN OG. This posed a challenge, however, for Non-Resident UN agencies (NRA) that are unable to fully participate in the more technical ESWG focal group meetings (ref. Annex 4.3, 6. Management and coordination arrangements).

Outcome Groups 4 for health and social welfare, and OG 6 for HIV/AIDS, which were merged in 2014, are co-chaired by UNFPA, WHO, UNICEF as well as UNAIDS and UNODC respectively. Outcome Group 4 was reported to have met only once or twice in 2015 since the implementation of the UNDAF in 2012 and there was no meeting reported for OG6.The joint OG supported the development of well-functioning joint programming initiatives in relation to nutrition and maternal, neo-natal and child health (MNCH)(see C.2.13 below).

Outcome Group 5 (OG5), co-chaired by FAO and WFP reported to have met regularly in 2012, the first year of current UNDAF. However, it has not been active since 2014 since the move to support the development and implementation of the Multi-sectoral Nutritional and Food Security Action Plan (MNFSAP). Information on OG7, OG8 and OG9, was not received

The UN gender theme group (Outcome 10) and other mechanisms did not function effectively throughout the UNDAF cycle to enable a gender mainstreaming process to develop across outcomes. The group was not held accountable nor did it hold others accountable for gender mainstreaming (see Annex 4.10, 7. Management and coordination arrangements and 9. Lessons learned)

Evaluation observations (Ref. 5.4.3 and Annex 9). The results of OGs has been mixed, with most OGs being relatively inactive during the first three years of the UNDAF. Support to joint programming and joint programmes was supported more by ad hoc joint programme support mechanisms (steering committees, etc.) rather than by OGs themselves.

There is clearly scope for enhanced OG performance to strengthen Outcome design, coordination, monitoring and reporting and to carry out the functions planned in the UNDAF AP (p. 30) relating to coordination, resource mobilisation, M & E and communications. Major priority should be given by the UNCT to ensuring that OGs are well led and staffed, as well as fully operational and effective, while being closely linked to their corresponding SWGs, (Ref. 5.4.3)

3.C.2.8 Role of UN in mainstreaming of gender equality and human rights

To what extent have UN agencies successfully facilitated the mainstreaming of provisions to advance gender equality and human rights during UNDAF implementation?

[33] Section 6 UN Coordination/UN Country Team Updates. (p.4)

[34] An Annual Report was received for Outcome 2, but not for other OGs.

With regard to gender equality, there is solid ownership of gender equality as a guiding principle from the highest level (Resident Coordinator) and amongst most Heads of Agencies at the time of the evaluation, although this was not necessarily the case in the earlier phases of the UNDAF. The small size of the country and the country team has led to generally good informal working relations between agencies, and ease of coordination. Agencies benefit from increasing accessibility of tools and guidelines from headquarters, and stronger internal support and accountability systems for gender mainstreaming.

Other positive factors identified by stakeholders that enable gender mainstreaming include: political will on the part of the government; gender mainstreamed in key government policies; growing availability of sex-disaggregated and gender sensitive data; and political stability.

Over the course of the UNDAF, Lao PDR has seen improvements for women including higher rates of female participation in decision-making, closing gender gaps in education and lower maternal mortality rates. The UN system has supported these gains, and has also made important contributions to improved understanding and awareness of the issue of violence against women.

The 2012-15 UNDAF did not serve ideally as a guiding document for gender equality, although many programs did address key gender issues despite some shortcomings. The gender issue is nuanced in Laos, where closing gender gaps in some arenas may lead to feelings of complacency amongst key actors including donors and other development partners. While some agencies/individuals within the UN demonstrated a one-dimensional understanding of gender that leaned toward a welfare approach to women, others displayed an understanding that gender equality requires holistic change processes, and this was reflected in some areas of programming.

Programming approached minimum standards for gender mainstreaming against Scorecard indicators. Identified strengths included initiatives for raising awareness and advocacy around issues such as gender-based violence and women with HIV/AIDS, but without a fully functioning Gender Theme Group, opportunities were not fully explored to expand actions more broadly. CEDAW reporting and implementation under Outcome 10 also emerged as a strong programming area together with efforts to improve gender sensitivity and sex disaggregation of country level data. Weaker programming areas included support to Gender Responsive Budgeting and elevating gender in donor coordination mechanisms. Scant resources dedicated to gender equality under Outcome 10 (projected at just 0.4 percent of total UNDAF resources) and the lack of any systematic effort to foster gender equality in joint programming over the UNDAF period also emerged as weaknesses.[35]

Regarding human rights, while the UNDAF did not comprehensively mainstream gender and human rights across outcomes, UN agencies working individually and collectively did advance both gender equality and human rights during UNDAF implementation. Projects and programs inherently integrated HRBA in line with agency mandates. Agencies further supported the government to implement and report against key human rights instruments in line with their areas of expertise. Progress made over the UNDAF cycle within the country to address human rights compliance issues was well documented in the 2015 Universal Periodic Review (UPR) process and the associated reports.

UNCT cooperation and collaboration as a team working to promote and protect human rights was evidenced through joint contributions compiled by OHCHR for the second UPR. The lack of permanent presence in-country of OHCHR was cited as a hindrance to the human rights agenda in Lao PDR by some stakeholders, though strong UN ownership of HRBA was evidenced throughout UNDAF implementation.

As a result of the first cycle UPR, the GOL fully supported 71 of the 107 recommendations. A further 15 recommendations were partially supported, and 21 were not supported. Specific UNDAF outputs

[35] Though some strong gender programming was evidenced in Laos, systems were not in place to ensure coordinated or systematic attention to gender.

in support of the human rights agenda are detailed in section C.3.7, but more broadly the UNCT provided extensive support to the government to establish and strengthen government institutions and legal frameworks in line with international human rights standards throughout the UNDAF implementation period.

Notable examples of UN support include: the Support Project for Legal Sector Master Plan to enhance the participation of Lao PDR in the international legal system (Outcome 2.4); two national prevalence studies on violence against women and violence against children to provide an evidence base for prevention and response systems; an assessment of the child and family welfare system to improve service delivery for 'at-risk' children including those with disabilities; and a new law on Juvenile Criminal Procedure that establishes more child-friendly and gender-sensitive processes in line with international standards (Outcome 2.4).

CSOs, INGOs and other DPs were consulted in two rounds of discussion before the finalization of the second cycle UPR in October 2014. While representing a positive step toward GOL-CSO dialogue, the timing of the consultations was late in the cycle to enable preparation of consolidated inputs from CSOs. There emerged a perception from several external stakeholders consulted during the evaluation that the UN has not been adequately visible in the country with regards to the human rights agenda. Deeper dialogue between CSOs and the UN is recommended to improve understanding and foster better coordination.

Evaluation observations: The UN system has contributed to advancing gender equality and human rights mainstreaming in the context of Outcomes 2 and 10 respectively. Considerable attention has been devoted to gender mainstreaming, as provided for in Outcome 10. However, human rights issues were not overtly highlighted or planned for in the UNDAF, with no specific outputs included for this purpose under Outcome 2 or mainstreamed under other Outcomes.

Despite this, the UPR process and the dialogue generated in addressing the comments made on the UPR report to strengthen Lao PDR compliance with human rights norms and instruments, has been positive. Recommendations to strengthen human rights compliance are included in 5.6.2 Gender mainstreaming in programming, and 5.7 Human rights.

3.C.2.9 UN impact on equitable growth for poor women and men (Outcome 1)

To what extent has the UN support been effective in promoting more equitable growth for poor women and men in Lao PDR? (Outcome 1)

The UNDAF envisaged a total of 17 Outputs for Outcome 1 with planned total resources of $48.6 million (of which 59.4% still had to be mobilized under three broad areas of (i) planning, monitoring and evaluation for social and economic governance; (ii) planning, monitoring and mobilising official development assistance, and (iii) direct intervention to promote income generation for poor people (economic activities). Regrettably, no information was available on the extent to which these planned resources have been mobilised or delivered, and the impact they had had on the achievement of outcomes and outputs.

The ORS on Outcome 1 (Annex 4.1) and the summary of results in 4.1.1 describe a number of areas where support to poor women and men has been provided through economic activities, notably under Output 1.1 Financial services, through the provision of savings facilities and micro-credit (UNDP/UNCDF with SDC and GIZ); Output 1.6 Ex-poppy cultivating communities; Output 1.8 Farmer access to markets and integrated farming systems; Output 1.12 New livelihoods – development and creative sectors; and Output 1.16 SMEs and integrated local economic development.

More broadly, UN has provided support in the areas of planning, monitoring and statistics in relation to the government's poverty reduction strategy, as formulated in the 7th NSEDP, through Output 1.3 Planning and policy development and monitoring; Output 1.5 Demographic analysis, training and research; Output 1.11 Urban development.

However without clearer criteria on which to base answers to this question or reports providing information on results of each output and their impact on the poor, the evaluation was not able to determine the extent to which UN support had been effective.

Evaluation observations: UN support has been provided to facilitate equitable growth and/or poverty reduction at the upstream level (planning and policy and aid management) as well as at the downstream level (promotion of economic activities).

In the absence of criteria, indicators and reports to assess "the extent to which the UN support was effective" through the 17 outputs included in Outcome 1, and in order to clarify direct and indirect results of the above, the following recommendations are made:

1) OG1 and the relevant programme officers responsible for Outcome 1 outputs should review the results of the Outputs in relation to the Results Matrix indicators in order to assess their impact on promoting more equitable growth for poor women and men, since this information is not discernible from the reports received.

2) For future monitoring, an appropriate design of evaluation criteria on UN impact in promoting equitable growth, as well as indicators should be established, and monitoring carried out as required.

(Ref. Recommendation 5.3.4, 2)

3.C.2.10 UN support for the poor and vulnerable (Outcome 2)

To what extent has UN support helped to ensure that the poor and vulnerable benefit from the improved delivery of public services, an effective protection of their rights and greater participation in transparent decision making (Outcome 2) in Lao PDR?

The UN system has supported a number of initiatives in Outcome 2, which have been designed to assist the poor and vulnerable (see chapter 4.1 and Annex 4.1). These were envisaged through a total of 13 outputs, under three broad headings given below. These required resources of $41.2 million, of which 24.3% had was already been mobilized and three quarters (75.7%) was due to be mobilised. Regrettably, no information is available on the extent to which these planned resources have been mobilised or delivered, and the impact they have had on the achievement of outcomes and outputs.

Nevertheless, a summary of the results from the 2014 Outcome report shows the following results:

(i) ***Greater participation in transparent decision-making***[36]**:** relating to this component, for the first time Not-for Profit Associations (NPAs) participated in the high level Round Table (RT) meeting in late 2013 as well as in the RT Implementation Meeting (RTIM) in 2014 (Output 2.8); the participation of civil society organisations (CSO) in provincial consultations in Saravane (Output 2.8), and the introduction by the National Assembly (Output 2.1) of an effective public petitions and hotline mechanism were mechanisms for enabling greater participation in decision-making to take place. At the community level, community radio stations played significant roles in disseminating important information to local communities in 8 ethnic languages and reached an audience of about 90,000 people across 6 districts of 3 provinces (Oudomxay, Xiengkhouang, and Saravane) in 2014 (Output 2.8).

As an example of how human rights and equity (geographical and group targeting) criteria were applied, the UNDP's and UNWOMEN's support, the National Assembly strengthened the capacity of the Women's Caucus by incorporating gender perspectives into the law-making process and National Assembly's policy agenda (Output 2.1). UNDP has assisted the National Assembly in conducting a needs assessment of the Women's Caucus and in developing a roadmap for their further

[36] This component would appear to include Outputs 2.1

empowerment. It also helped develop quick reference briefs on gender for current and future parliamentarians.

(ii) More effective protection of the rights of the poor and vulnerable**,** through major changes in the legal landscape following the amendment of the Constitution and development of civil and penal codes. In the area of law-making, the Government conducted the law-making baseline assessment and also finalized the draft Village Mediation Decree. In terms of people's access to justice, the Government conducted a national survey in selected provinces in order to improve the public perception towards the legal sector (Output 2.4, 2.7). In the area of penal code drafting, the process greatly benefited from much increased coordination among UN agencies. And technical support by introducing best practices from other countries on certain subjects such as alternative sentencing, definitions of culpability, and criminal liability of juristic persons. In the area of law-making, UNDP organized a series of consultations with the Government to introduce best practices from other countries on mediation, which helped to set the tone for finalizing the structure of the Village Mediation Decree.

In the application of programming principles, particularly of human rights (Output 2.13), UNDP applied a human rights-based approach. For instance, when selecting geographical focus, UNDP ensured that social disadvantaged groups would be the main target audience for such future support as mobile legal aid, mobile courts, and legal information dissemination. The public justice survey was also conducted in a way to ensure ethnic, social, economic, and cultural diversity in the samples so that the survey result would represent the voices coming from different groups of the population.

(iii) ***Improved Delivery of Public Services*****,** through support to the "Sam Sang" (Three Builds) programme[37] (Output 2.2) and in particularly through an expansion of the District Development Fund[38] and the start-up of pilot performance based grant system for district service delivery mechanisms in 8 districts in Saravane province, by promoting greater accountability of district authorities and participation of communities.

Evaluation observations:

The above provides a brief summary of results under the three broad categories, but without indicators (numerical and substantive) and relevant information, it is not possible to assess the extent to which UN support has helped to ensure that the poor and vulnerable benefit from the improved delivery of public services, an effective protection of their rights and greater participation in transparent decision making.

In the context of preparing the proposed UNDAF Progress Report in 2015, it is suggested that OG2, in conjunction with the M&E WG, carry out a "beneficiaries' analysis of the poor and vulnerable" in relation to the three Outcome components, on the basis of results obtained from Outcome 2 Outputs. This would also be useful for learning lessons to be used in the formulation of the UNPF, and the design of eventual support under the UNPF in the above three governance areas.

(Ref. Recommendation 5.3.4, 2)

[37] The Sam Sang (Three Builds) directive was stipulated in the Resolution of the 9th Party Congress, under which 1) Provinces are to be built up as strategy-making units, 2) Districts are to be comprehensively strengthened and 3) Villages are to become development units. The concept of the directive was to delegate management, responsibilities and benefits to local authorities appropriately.

[38] The DDF was set up under the joint UNCDF-UNDP Governance and Public Administration Reform – Strengthening Capacity and Service Delivery of Local Administrations (GPAR-SCSD) project. The aim of this project is to increase the capacity of the local administration, leading to better delivery of services which aims to improve the lives of the poor, especially in rural areas of Lao PDR. The project started in mid-2012 and will run until December 2015. It provides funds for the building of basic infrastructure, such as schools and health centers at the district level. Moreover, Government officials of 53 districts in 7 Laotian provinces have undergone a series of training and refresher training on planning, budgeting, monitoring, reporting, project management as well as financial management under the DDF mechanism.

3.C.2.11 UN support for education and training adapted to the labour market (Outcome 3)

To what extent has UN support helped to ensure that under serviced communities and people in education priority areas benefit from equitable quality education and training for women and men that is relevant to the labour market? (Outcome 3)[39]

UNDAF support to Outcome 3 envisaged seven outputs with anticipated resources of $45,8 million, of which 29.5% had been available ($13.5 million) and 70.5% (£32.3 million) still needed to be mobilized. Information on delivery/expenditures for the 2012 – 2015 period was not available.

Results are patchy when attempting to match the interventions against the need, and of the effectiveness of any of the interventions. This is a result of available information, choice of UNDAF framework indicators, and the time period under consideration.

For example, the UNICEF Situation Analysis 2014 reported that "an evaluation found minimal evidence that the school feeding schemes in Lao PDR increased enrolment or improved children's nutritional status. However, there is anecdotal evidence that they increased utilization of health services". To confuse matters, although the school feeding programme was positioned as an activity contributing towards the UNDAF 3 Education outcome[40], it was also found under MDG Accelerated Monitoring Framework reporting against the under Outcome 5 Food security and nutrition[41].

As mentioned earlier, technically it is not wrong, since school feeding legitimately falls under Outcomes 3, 4 and 5. However from an evaluation perspective, it sends an inconsistent message in terms of the perceived theory of change – was the intervention designed with the intended final outcome to be *education* with food security as an intermediary outcome, or *the other way around*? Furthermore, if it is effective for health but not for education, is it still an "effective" intervention? Or was it preparation for employment through access to appropriate education?

It was noted that achievements relating to school access are not aligned with the economic and learning needs of non-Lao out-of-school youth[42] and the children of disability. Furthermore, based on a cross-sectoral understanding of youth needs, risks and opportunities, this evaluation noted the important support by UNFPA to the Lao People's Revolutionary Youth Union (LYU) in the preparation of the "Adolescent and Youth Situation Analysis in Lao PDR" as a means of understanding better the gaps in addressing the dynamics and complexities of youth and their contribution to national development.

The UNDAF Outcome Group 3 areas of work addressed the learning needs of non-Lao speakers, which is undertaken through the UN agencies' investment in early childhood education and early literacy. But it was recognised that there was inadequate dedicated focus within the OG3 area on education for children with disabilities, and that this is an area to be strengthened in the future.

Regarding coordination aspects in Outcome 3, MoES reported supportive partnership with UN agencies within the education sector. However, technical collaboration between programmes (such

[39] This question could be rephrased as relating to "access by under-service communities and people to appropriate education and training for the labour market" to be measured by school enrolment (equal boys and girls), curricula adapted to the labour market.

[40] A possible combination of Outputs 3.3 Primary and secondary enrolment (UNESCO, UN-Habitat, UNICEF, WFP, UNFPA), 3.4 Curricula for disadvantaged children (UNICEF, UNESCO), and 3.5 Skills development and standards for workers (ILO),

[41] Output 5.2 Improved food and nutrition security knowledge and practices, and Output 5.3 Integrated food and nutrition programmes

[42] There remain a substantial number of out-of-school children in Laos. Taking the narrower group of 8-13 year-olds to eliminate most potential late entrants, some 80,000 (over nine percent) were out of school in 2010. Of this group of out of school 8-13 year-olds, more than 45,700 (some 57 percent) never entered school and the remainder dropped out prematurely. As reported in Figure 3, the share of children not in school begins rising from age 11 years, at the end of compulsory schooling, but the share of out of school children is by no means negligible even before this age.

as that of WFP and UNICEF on WASH in Schools and School Meals) had been perceived to be independent projects rather than a collaborative effort to improve the outcome results under universal education. While it was reported that some aspects of policy coordination take place between the UN agencies either within OG3 or Education Sector Working Group (ESWG) meetings, MoES staff shared that there was limited coordination happening at the programmatic level. Coordination arrangements between OG3 and the ESWG need to be strengthened so as to optimise synergies.

Evaluation observations: If interpreted as an assessment of"access by under-service communities and people to education and training which is appropriate for the labour market"[43] information on UN support to the five Outputs was not available. This merits more in-depth analysis[44] at the Output level from OG3 and/or a dedicated evaluation mission for Output 3.1 in order to obtain a fuller understanding of the impact of UN support on Outcome 3, and on the question raised..

(Ref. Recommendation 5.3.4, 2)

3.C.2.12 UN contribution to health and social welfare services (Outcome 4)

To what extent has the UN contributed to ensuring that women and men in Lao PDR benefit from more equitable promotive, preventive, curative and rehabilitative health and social welfare services? (Outcome 4)[45]

Outcome 4 envisaged 10 Outputs intended to support five main themes[46]: 1) Strengthening of the health system, 2) Addressing underlying social and economic determinants of health; 3) Developing national and subnational governments in implementing a social welfare system, 4) Support improved coverage and quality of sexual and reproductive health, 5) Supporting the essential package of integrated Maternal, Neonatal and Child Health and Nutrition services, and 6) Strengthening the capacity of communities to promote and maintain their own health.

The above was to be carried out under planned resources of $59.6 million, of which $52.9% ($31.5 million) and 47.1% ($28.0 million) to be mobilized. Information on expenditures/delivery for the UNDAF period to date was not available.

The Outcome 4 ORS (Annex 4.4, 2. UN support response) provides a summary of support provided by different agencies and of their results under the above six headings, with recommendations.

Examples of UN contributions to strengthen access of women and men to more equitable promotive, preventive, curative and rehabilitative health and social welfare services, can be drawn from this ORS as follows>:

1) Strengthen the health system to be better governed, financed, staffed and managed (Output 4.1)

WHO, UNICEF and UNFPA reported investment efforts to support the government to expand health infrastructure, and to improve the distribution of finances and human resources for health in urban and rural areas. However, due to the limited coordination, the support did not reach their goals, resulting in inequitable access across population groups. Essential diagnostic and therapeutic equipment is concentrated at provincial and central hospitals, where most patients, especially the rural poor, will not have access to it. One crucial challenge highlighted was the salary payments and staff morale causing the inequitable distribution of the health workforce, with high and mid-level health workers mostly concentrated at central and provincial hospitals;

[44] Including in the context of the chapters IV Education and V. Employment of the UNFPA/LYU "Adolescent and Youth Situation Analysis, Lao PDR" (2014), and policy recommendations related to demographic trends in "Population and Development in Lao PDR (Gavin Jones/UNFPA. April 2015) (p.20)

[45] This could be measured in terms of "access by women and men to equitable promotive, preventive, curative and rehabilitative health and social welfare services"

[46] See also Annex 4.4

2) Address underlying social and economic determinants of health (Output 4.2).

With the support of UNFPA, UNICEF, WFP and FAO, the Laos government generated disaggregated evidence on the needs of women, children, young people and rural populations, particularly those in remote communities and from smaller ethnic groups to inform policy-making and programme development.

This included large scale surveys like the Lao Social Indicators Survey (LSIS), Labour Force and Child Labour Survey (LFCLS), Lao PDR Reproductive Health Survey (LRHS), Skilled Birth Attendance Assessment (SBAA), Emergency Obstetric and Newborn Care (EmONC) assessment and the Agriculture Census.[47] The Participatory Ethnographic Evaluation and Research (PEER) study focused on the reproductive health needs and perceptions of ethnic and rural women.

Additionally, WHO supported the MOH with the nation-wide Health Management Information System (HMIS) Strategic Plan using Health Metric Network methodology and MNCH data processes linked to this tool. Health facility staff were provided ongoing capacity building in using the HMIS and basic data collection, analysis and use for improving programme management throughout the country.

3) Support improved coverage and quality of sexual and reproductive health (Output 4.4)

Complementing GAVI's efforts, UNICEF supports the Lao Government in ensuring that all children can access efficient, safe and sustainable immunization services. UNICEF supports the national objectives of maintaining polio free status, eliminating measles and maternal and neonatal tetanus.

WHO provided support to the government to build the capacity of all provincial hospitals to have HIV/AIDS testing capabilities whereas only 90% of district level facilities were able to provide such services. Additionally there are nine AntiRetroViral Therapy (ARV) centres throughout Laos PDR.

4) Supporting the essential package of integrated Maternal, Neonatal and Child Health and Nutrition services and recognising complementarities of other programmes. (Output 4.5)

The maternal, neonatal and child health package is the key strategy for maternal health in Lao PDR and was developed with the support of WHO and UNFPA and other partners. It serves as a guiding framework for harmonizing support for this strategy. The package is integrated in the Health Sector Plan which is also coordinated under the health SWG. UNFPA technically supports the implementation of many of the components of the maternal, neonatal and child health package, in particular the skilled birth attendance plan, and together with WHO and UNICEF, contributes to three strategic objectives - improving governance and management capacity, strengthening quality of health service provision, and mobilizing individuals, families and communities for maternal, neonatal and child health) through supporting the MoH at implementation level.

Free MNCH services now have been implemented in 60% of the districts in Lao PDR. However, there is evidence of inequity in term of accessing to health services due to geographical allocation, ethnicity and socio-economic status. Many contextual and implementation constraints remain. The quality of services remains a challenge, and there is an urgent need to address the number, quality and distribution of skilled health personnel.[48]

5) Strengthen capacity of communities to promote and maintain their own health.

For HIV/AIDS, eight community based organizations (CBOs) had also participated in the national joint programme review – they are Population Service International (PSI), Lao Positive Health Association (Laos PHA), Mettatham, Lao Red Cross, Laos Women Union, Laos Youth Union, Norwegian Church Alliance, Clinton Health Access Initiative (CHAI).

[47] UNDAF. (2013) First UNDAF Annual Review Report (Draft).
[48] UNICEF. (2014) *Children in Lao PDR: Situation Analysis Update*

While there were no available data at the point of assessment, it was reported in the UNDAF annual review report 2014 that "new latrines and clean water systems have been constructed nationwide" mainly led by UN-Habitat, WHO and UNICEF.

6) Develop capacity of national and subnational governments in implementing a social welfare system (Output 4.10)

Under the ILO's technical cooperation project on national health insurance, which is a USD 2 million Luxembourg-funded programme run in partnership with WHO, ILO set up a National Health Insurance Agency, which provides the institutional means to ensure that all reasonable safeguards and institutional provisions are in place to enable equal access to social protection –and particularly health insurance- for specific vulnerable and at-risk groups, particularly women, those with disabilities and those living with HIV and AIDS.

Evaluation observations: Assessing the extent to which the UN has contributed to ensuring "access or benefits by women and men to (or benefits from) equitable promotive[49], preventive, curative and rehabilitative health and social welfare services" is again a challenge. Assessing the question of "access" and "equity" (presumably gender) across such a broad spectrum, without readily available statistics, made this task beyond the scope of the evaluation. Nevertheless, examples have been given showing the impact of the UN's contribution to all of the thematic areas covered by this Outcome.

Nevertheless, it is recommended that if needed a more focused study on health equity (by gender, region, etc.) should be carried out in conjunction with the studies and surveys identified in under above "Address underlying social and economic determinants of health."

(Ref. Recommendation 5.3.4)

3.C.2.13 UN contribution to food security and nutrition (Outcome 5)

To what extent has the UN helped to ensure that vulnerable people in Lao PDR are more food secure and have better nutrition? (Outcome 5)

The current UNDAF has had less of a sum effect on food security and nutrition due to the complexity of modalities and deliveries. However, opportunities won and lost as a result have drawn attention to the need to optimise each agency's comparative advantage in strengthening the country's resilience to future shocks and make progress in addressing acute malnutrition. There had been incremental allocation of national and international resources reported through the UNDAF review in 2014 which facilitate the country's efforts in achieving food security and better nutrition for the country.

This evaluation noted that much of the UNDAF strategy for Outcome 5 was a response to address the nutrition and food security situation in the nine provinces affected by the 2008 flood and the 2009 Ketsana Typhoon where the assessments showed that the prevalence of Global Acute Malnutrition among children under-five, is alarmingly high and that in the southern provinces it had exceeded the threshold of the global definition of an emergency situation (≥15 per cent).[50] While it was acknowledged that the provision of nutritional supplements is a short term remedial measure to prevent further mortality and morbidity in the community, a number of concurrent efforts were also carried out to address underlying issues relating to nutrition and food security.

Annex 4.5 provides information on the UN support response to food security and nutrition needs under Outcome 5. In this context, a significant recent development has been the establishment in 2013 of the National Nutrition Committee and of the granting of funding from the Luxembourg Development Cooperation help vulnerable people in Lao PDR are more food secure and have better nutrition. This has provided a framework and funding for improved coordination of UN (FAO, IFAD,

[49] The word "promotive" means "tending or serving to promote <measures promotive of good health> " which could include health education and public awareness raising, advocacy,

[50] Feeney, B. (2013). Evaluation of the Community Based Management of Acute Malnutrition, Lao People's Democratic Republic

UNDP, UNICEF, WFP, WHO) and donor partners support to the Multi-sectoral Nutritional and Food Security Action Plan (MNFSAP). This support is designed to provide a comprehensive approach to address MDG Target of "Accelerating Progress Towards Improving Nutrition For Women And Children", on which the Lao PDR experience was reviewed at the UN Chief Executives Board (CEB) meeting of the MDG Accelerated Framework (MAF) in Washington in November 2015. The Lao PDR Report to the meeting provides full information on the status of UN support and future directions.[51]

Additionally, Both FAO and IFAD supported the Ministry of Agriculture and Forestry in drafting the Agriculture Development Strategy 2025 and Vision 2030 in achieving food and nutrition security. WHO, WFP and UNICEF had given support to MOH in its role of the secretariat to the NNC to develop National Nutrition Strategy beyond 2015 and to integrate nutrition into the health sector plans and budgets which are still pending approval. Importantly, the policy commits the government, donors and investors to establish a framework to improve nutrition by 2020, to abide by the findings of environmental and social impact assessments, and to follow the law, particularly in the hydropower, mining and plantation sectors, to prevent adverse impacts on nutrition.

Evaluation observation: The ORS in Annex 4.5 provides an overview of UN support to Outcome 1, and the positive measures taken to enhance efforts to ensure that vulnerable people in Lao PDR are more food secure and have better nutrition. In the event that more comprehensive information is required, a further review is recommended in conjunction with the preparation of the proposed 2015 UNDAF Progress Report, and planning for the UNPF.

(Ref. Recommendation 5.3.4, 2)

3.C.3. Sustainability

The purpose of this section is to examine the durability of results starting with a general overview, before going into the details for Outcomes 1,2,3,4 and 5.

3.C.3.1 UNDAF contribution to durable change and national and Outcome goals

To what degree did the implementation of Lao PDR UNDAF, especially Outcomes 1,2,3,4 and 5 contribute to creating durable change and progress towards national development goals and UNDAF Outcome goals?

Durable change is evidenced across a number of outcomes with a focus on policy and legal frameworks, which lay the foundation for sustainable and equitable development. In addition, institutional capacity development, education and training also contributed to long-term sustainability of UN-supported initiatives.

Examples of outputs and results, which contribute to sustainability in Outcomes 1 to 5 are as follows:

Outcome 1: Sustainable economic growth. Under this Outcome, the UN provided support under four main areas:

(i) Economic planning, monitoring and statistics development: Under Output 1.2 Planning and policy, the UN system has contributed to the monitoring of the 7th NSEDP and the formulation of the 8th NSEDP as a tool to promoting longer term sustainable growth, graduating from LDC status and entering into the ASEAN Economic Community[52]. The strengthening of statistical capacity and

[51] CEB MDG Acceleration Review – Summary Progress Report April 2015 Review of MDG Implementation at the Country Level

[52] Ref: ILO. 2015. Lao Country Brief on ASEAN Community 2015: Managing integration for better jobs and shared prosperity

analyses, particularly in the area of population[53] (Output 1.5) and industrial planning (Output 1.17) to provide a solid basis for future policy formulation (UNDP, UNFPA, UNICEF, UNIDO).

(ii) Resource mobilisation and management and aid effectiveness: The UN has also played a key role in mobilising resources through the RTM process[54] (Output 1.14) in the light of potential diminution due to LDC graduation and strengthening aid effectiveness compliance with the Vientiane Declaration (Output 1.13), which are all designed to strengthen capacity for longer term sustainable development management. In this respect, its support to the establishment of an aid management system in the Ministry of Planning and Investment provides the basis for more sustainable aid coordination and monitoring arrangements, and the work of the Sector Working Groups (SWG).

(iii) Income-generating activities: On the economic side, the UN system has provided significant support to promoting income-generating capacity and sustainable livelihoods for poor households and micro-enterprises through the establishment of mobile banking services with the Bank of Lao, resulting in the opening of 100,000 savings accounts and making 70,000 loans (UNDP/UNCDF) (Output 1.1), as well as in the strengthening of Small and Medium-Scale Enterprises (SMEs) through integrated local economic development (Output 1.16)

(iv) Multi-sectoral sustainable livelihoods: On the socio-economic side, UNODC supported the preparation of the National Drug Control Plan (NDCP) (Output 1.7), which is part of the 7th NSEDP, provided a framework for addressing the illicit drug control problem in Lao PDR and assisting those affected to lead healthy and sustainable lives. This Plan is multi-sectoral instrument for promoting sustainable development and represents a national programme to (i) monitor production, consumption and trafficking in order to develop effective drug control policies, strategies and programmes; (ii) develop alternative development (AD) options for former poppy cultivating communities in 32 of the poorest 47 districts (Output 1.6); (iii) reduce drug abuse by users and the spread of HIV/AIDS (Outputs 6.1, 6.2 and 6.3); (iv) mobilize all sectors of the population to establish an anti-drug culture based on a better understanding of drug-related harms; (v) provide communities with the means to resist drugs; (vi) support the rule of law and effective enforcement in drug control; (vii) promote international cooperation and partnerships to address the drug problem and trans-national trafficking, (vii) strengthen forensic capacity to control the import and export of precursor chemicals, and, (viii) carry out institutional capacity-building to implement the NDCP. The UNODC has also assisted in implementing NDCP components.

Evaluation observation: UN support to longer term planning and monitoring of the 8th NSEDP has no doubt provided good opportunities to reflect on past performance under the 7th NSEDP and to ensure that necessary measures to facilitate policy change and progress towards national development goals on a sustainable basis are put in place. This also applies to the prioritization of external support from the UN and DPs, and the planning of future support so that durable change is brought about. With respect, the modest initiatives to strengthen income-generation need to be strengthened to ensure that sustainable livelihoods can be maintained on a larger scale.

The preparation of the 2015 Annual Review Report and of the proposed UNDAF Progress Report in 2015 would be a good opportunity for further reflection by O15 on the above, as a basis for planning future UN support to this Outcome area under UNPF.

(Ref. Recommendation 5.3.4, 2)

[53] Including Gavin Jones (UNFPA), 2015. Understanding Population and Development in Lao PDR: Understanding Opportunities, Challenges and Policy Options for Socio-Economic Development with Special Reference To The 8th National Socio-Economic Development Plan Period, 2016-2020 (April 2015); Geoffrey Hayes, 2015. Country Population Assessment Lao PDR (Draft 01 July 2015) (UNFPA); UNFPA Adolescent and Youth Situation Analysis, 2015

[54] MPI/ UNDP "Guidance note for the preparation for the 2015 High Level Round Table Meeting" (Prepared by Department of International Cooperation, Ministry of Planning and Investment in consultation with UNDP) (Final version 15 May 2015), and UNDP/GoL Vientiane Declaration on Partnership for Effective Development Cooperation (2016-2025) Draft, to be signed at 12th High Level Round Table meeting, October 2015.

Outcome 2 Governance. In the context of its support to creating durable change and progress towards national development and Outcome goals in the three areas covered by Outcome 2, the UN has assisted as follows:

(i) Delivery of public services: The UN system has contributed to the strengthening of local governments to better manage and deliver services to the poor through the provision of grants in eight pilot districts in Saravane province for social infrastructure under the District Development Fund (DDF), one of the components of support to the Governance and Public Administration Reform (GPAR) Programme and the Government's Sam Sang ("Three Builds" Programme)(UNCDF/UNDP)(Output 2.2); and in Public administration efficiency strengthening through civil service reform and human resources management (Output 2.9). The UN also supported the Government's efforts to fight corruption and to strengthen control mechanisms through the Anti-Corruption Strategy (Output 2.5).

(ii) Protection of human rights: The UN system has assisted in a number of areas designed to place the rule of law and the respect and promotion of human rights on a stronger and more sustainable basis. These involved support to the formulation and implementation of the Legal sector Master Plan (Output 2.4), which included multi-agency support to the drafting of Penal Code reform instruments, the training of legal officers (lawyers, judges, prosecutors, police etc.) in applying international human rights standards, including on juvenile justice (Output 2.7) together with the protection of women's rights and CEDAW compliance, (Output 2.13), the protection of Laotian migrants (Output 2.3), the combatting of human trafficking (Output 2.6), and the control and prevention of domestic and gender-based violence (Output 2.13 and Output 10.1).

(ii) Participation in transparent decision-making: The UN has supported the establishment of mechanisms and practices to enable the National Assembly to operate more efficiently and respond to public concerns, including through public petitions, and a hotline mechanism. It has also promoted the incorporation of gender perspectives into the law-making process and the National Assembly's policy agenda through strengthening of the Women's Caucus (Output 2.1). The UN has also been active in promoting greater participation in planning and decision-making as well as in the monitoring and implementation of national and sub-national development plans.). An important new initiative was the establishment of community radio stations in six districts of three provinces (Oudomxay, Xiengkhouang and Saravane), with the purpose of helping disseminate information in support of socio-economic development to local communities in eight ethnic languages and facilitating dialogue and awareness-raising of local issues (Output 2.8). This Output also included support to the drafting of legislation to facilitate the involvement of Not-for Profit Associations (NPAs) and Civil Society Organisations (CSOs), and promoting social dialogue to promote industrial peace through mediation mechanisms (Output 2.12)

Evaluation observation. The UN has provided significant support in the three areas of governance included in Outcome 1[55]. All of this has been designed to establish or strengthen mechanisms and apply international norms and standards which should provide a stronger legal, administrative and rights-based basis for durable and sustainable development. A full picture of all the results in all the 13 Output areas, clearly grouped by thematic area, should be established through the preparation of an Outcome Results Report (ORR) so as to provide inputs to an Annual Country Results Report for 2015, and to the proposed UNDAF Progress Report. This should be combined with the proposed reporting on effectiveness (see 3.C.2.9).

(Ref. Recommendation in 5.3.4, 2)

Outcome 3 Education

[55] According to the UNDAF table showing Outcome Allocations (p.34) a total of $41.2 million was envisaged for Outcome 2, of which 24.3% ($10.0 million) had been mobilised by 2012, leaving a resource gap of 76.3% ($31.4 million) to be mobilised (Ref. Annex 4.1). Information on actual resources mobilised and delivered during the 2012 – 2015 period is not yet available.

UN support focused on the five outputs of:

3.1 Capacity development in coordinating, implementation and monitoring education sector development (UNESCO, UNICEF, WFP)

3.2 Pre-school education, especially girls in educationally disadvantaged communities ((UNESCO, UNICEF, WFP)

3.3 Primary and secondary education, especially girls in educationally disadvantaged communities (UNESCO, UNICEF, WFP, UN Habitat, UNFPA)

3.4 Curriculum development – pre-primary, primary, secondary and teacher education (UNICEF, UNESCO)

3.5 Skill standards and testing for worker up-grading (ILO)

The OSR in Annex 4.3 summarizes many of the UN contributions and results achieved in Outcome 1, including, for example, some of the results achieved to date which include in 2014[56]:

- Support to the development of the Education Sector Development Plan (2016-20) including use of a Theory of Change approach, and involvement as co-chair of the Education Sector Working Group (ESWG)[57] (Output 3.1);
- Increased enrollment in 56 educationally disadvantaged districts at pre-primary, primary and secondary levels (Output 3.2 and 3.3), and teachers at pre-primary level, and piloting of community based school readiness centres (Output 3.2); Provision of 170,000 school meals in remote areas.
- Auditing and revision of primary school textbooks from a gender perspective, and distribution to all grade one and two students nation-wide of individual text book sets (391,515) and 67,500 grade one and two teacher guidebooks (Output 3.4);
- Certification of trainees in construction and automotive trades, and development of ICT skill standards (Output 3.5)

Evaluation observation: The above results were all relevant to, and no doubt contributed to "creating durable change and progress towards national development goals and UNDAF Outcome goals". Full information on and analysis of results achieved, including amplification on effectiveness and sustainability criteria should be given in the next Outcome Annual Review report (ORR) and UNDAF Annual and the proposed UNDAF Progress Report in 2015.

(Ref. Recommendation in 5.3.4, 2)

Outcome 4 Health and social welfare,

The ten Outcome 4 Outputs can be grouped as follows:

1) **Strengthening of health systems governance** through Output 4.1 Health systems strengthening; Output 4.2 Health policies and programmes; Output 4.10 Capacity to implement social welfare system; Output 4.8 Capacity development to comply with international health regulations;

2) **Strengthening of service delivery** , through strengthened service delivery for maternal, neo-natal and child health (Output 4.5); sexual and reproductive health (Output 4.4 and Output 4.6 for at risk young people); drug prevention, treatment, rehabilitation and reintegration services (Output 4.9); water and sanitation services (Output 4.7), non-communicable diseases prevention (Output 4.3)

[56] Source: UNDAF Annual Review Report, 2014

[57] NB No OG3 since all coordination carried out through ESWG.

The ORS in Annex 4.4 provides a summary of UN support responses to the health sector in relation to most of the above Outputs, with the exception of Output 4.3, 4.7, 4.9. Examples of results in 2014[58] relate to the strengthening of health management and information systems (4.1); the expansion of access of maternal, neo-natal and child health services to 60% of all districts (4.5); human resource development (birth attendants, nurses, managers, public health workers, etc.); vaccination of children under five (4.5).

It is significant to note that the maternal mortality ratio (MMR) reached its MDG target (220 per 100,000 live births, and the mortality rates for children (decrease from 98 per 1,000 live births in 2005 to 73 in 2011) and for infants (70 to 68 respectively) shows a similar decline, making both of the outcome indicators on track to reach MDG targets.

Evaluation observation: Further results information and appropriate indicators are required in order to assess "t*o what degree did the implementation of Lao PDR UNDAF contribute to creating durable change and progress towards national development goals and UNDAF Outcome goals"* with regard to Outcome 4. In the same way as for other Outcomes, OG4 should review the results achieved in relation to appropriate sustainability indicators, in the process of preparing a future annual Outcome Results Report for 2015, and the proposed UNDAF Progress Report.

(Ref. Recommendation 5.3.4, 2)

Outcome 5 Food security and nutrition, through Output 5.1 Enhanced capacity to prevent and manage malnutrition; Output 5.2 Nutrition and food security education; Output 5.3 Government capacity development to implement food security and nutrition programme; Output 5.4 Consumption and production of edible insects and indigenous foods; Output 5.5 Sustainable fisheries and aquaculture development; Output 5.6 Farmer training and capacity and skills development; Output 5.7 Agricultural marketing capacity development.

The ORS for Outcome 5 in Annex 4.5 summarizes some of the results achieved during the course of the UNDAF and the respective UN contributions. The UNDAF Annual Review for 2014 highlights some of the more significant ones as follows:

Outputs 5.1 to 5.3 Nutrition with multi-agency support to the preparation of a Multi-sectoral Food and Nutrition Security Action Plan (MFNSAP), the establishment of the National Nutrition Committee (NNC) and its UN/EU supported Secretariat. The MDG Accelerated Framework (MAF) Review in Washington D.C. of the Lao PDR nutrition programme provided a useful opportunity to review progress and to establish a Matrix of actions by each UN agency towards the nutrition goal in MDG 1 (SDG 2).

This initiative has certainly contributed to creating the conditions for effective inter-sector and inter-agency coordination, resource mobilisation and support to a longer-term change process to address Lao PDG PDR's high rates of malnutrition and stunting, which are included as Outcome 2, Output 2 of the 8th NSEDP. Implementation of the MAF Review recommendations to strengthen coordination, strengthen multi-sectoral responses, scaling up interventions from provincial to national levels, establishing a high-impact public awareness campaign and commitment of additional financial resources should all contribute to place the Government's strategy to combat malnutrition on a sustainable basis.

Output 5.4 The publication of the book "Edible insects in Lao PDR: Building on tradition to enhance food security", which encompasses the accumulated knowledge from the UN support to Laos in this area will no doubt expand awareness of the potential of traditional sources of nutrition**.**

Output 5.5 FAO's support to the formulation of a Strategic Implement Plan for the Development and Management of Fisheries and Aquaculture will also provide a framework for longer term planning,

[58] UNDAF Annual Review, 2014

investment and capacity development at the local level of the sector, in the context of 8th NESDP goals (Outcome 3. Output 1).

Output 5.6 The protection of crops through integrated pest management, good agricultural practices and pesticide risk reduction has been supported through training and community action plans.

Parallel to the above, support to Outcome 8 in relation to the response to climate change, there have been successful adaptation measures for farmers in drought-prone and flood-prone provinces, capacity development through farmer fields schools, and improving nutritional diversity at the community level through agro-biodiversity initiatives (Output 8.4, 8.5 and 8.6).

Evaluation observations: The above measures are supportive of the "*creation of durable change and progress towards national development goals and UNDAF Outcome goals". As for Outcomes 1 to 4 above, the preparation of the 2015 Annual Review and the proposed UNDAF Progress Report will provide a good opportunity for the OG5 to review each of the Outcome 5 outputs and the contribution of the UN to the achievement of indicators, including for sustainable development.*

(Ref. Recommendation 5.3.5, 2)

3.C.3.2 UNDAF contribution to sustainability of benefits

To which extent will the benefits created by the implementation of the UNDAF, especially its Outcomes 1,2,3,4 and 5 continue, or are likely to continue, after it has been completed?

The UN System has worked over the UNDAF period to build the capacities of key government agencies through training, joint planning and monitoring processes, study tours, etc. Key measures which can assist in ensuring that benefits created are likely to continue include the design and implementation of appropriate policies and legal frameworks, leadership skills development and training in relevant fields. Most of these elements are included in the Outputs identified for Outcomes 1 to 5, but are also normally integrated into other Outcomes and Outputs.

Evaluation observation: Chapter 3.C.3.1 addressed the question of the extent to which UNDAF Outcomes 1 to 5 "*contributed to creating durable change and progress towards national development goals and UNDAF Outcome goals, which could be considered as "sustainable change towards national objectives".* The present question attempts to clarify the extent to which "*the benefits created by the implementation of the UNDAF, especially its Outcomes 1,2,3,4 and 5, continue, or are likely to continue, after it has been completed? (i.e. "sustainable benefits")*

To avoid repetition, it is suggested that the same information given under 3.C.3.1 is also compatible with that required for 3.C.3.2, so it is proposed that the responses given under the former should also be used for the latter.

3.C.3.3. Enabling and constraining factors for sustainability of policies and programmes

What are the enabling as well as constraining factors that have influenced the sustainability of the policies and programmes (at national level and at sub-national level)?

The enabling and constraining factors could be considered as the risks and assumption s given in the Results Matrix, which are only provided at the Output level. A brief overview of the types of risks and assumptions described illustrates a wide variety among the total of 220 outputs. These include political and institutional commitment (e.g. Output 1.1, 1.9, 1.11, 2.4, 2.6, 3.1, 3.2, 10.3), availability and use of data (Output 1.3, 1.5, 1.10), resource constraints from DPs or government (Outputs 2.1, 2.2, 2.13, 3.1, 3.4, 2.1 to 4.10. 9.1), staff rotation, stability and availability, and capacity (Outputs 2.4, 2.10, 4.9, 6.1, 8.8), recurrent emergencies, e.g. floods (3.3) or pests and disease (Outputs 5.6, 8.6), natural disasters (5.7), coordination mechanisms (Output 1.1, 6.3, 10.1), appropriate legislative frameworks (2.9, 2.12).

The 2014 Annual Review identified Challenges and Lessons Learned for each Outcome, most of which relate to the need to address the following enabling and constraining factors:

Outcome 1: Full and timely interventions, stronger Government ownership, active involvement of stakeholders (private sector, civil society, provincial governments), resource mobilization, including from alternative financing sources, increased information exchange among UN agencies, avoidance of duplication, adoption of alternative livelihoods approach for ex-poppy cultivating communities. (Outcome 1);

Outcome 2: Participation of CSOs in planning processes (e.g. RTMs, NSEDP planning), community radio, establishment of task forces for specific tasks (e.g. penal reform), appropriate legislative frameworks/laws, budgetary resources for implementation of policies (e.g. Sam Sang) and decrees;

Outcome 3: Alignment of Outcome indicators with revised national education targets, participation of OG in sector plan formulation, use of NESDP Theory of Change approach to identify assumptions and bottlenecks/barriers for achievement of national targets, use of common Government and DP sector analysis; use of Education SWG as key coordination mechanism, including for non-resident agencies (NRA), collaboration between joint programming arrangements (e.g. Wash, School meals;

Outcome 4: Strengthening of Maternal and Child Health (MCH) services, Improved coordination and harmonization among projects and programmes, increased budgets and social protection coverage, strengthened management, information systems and monitoring, evidence-based planning and resource prioritization, linkage of health sector reform with decentralization, public finances and administrative reform;

Outcome 5: Fuller use of multi-sectoral convergent approach for tackling malnutrition, through coordinated health, WASH, agriculture and education support, instead of single sector approach, as a means of addressing several MDGs, e.g. child survival, education, gender; rationalization of existing five different "packages" of free maternal and child health programmes supported by DPs; capacity development at various levels (institutions, service delivery, community resilience, risk management and adaptation to climate change factors, etc.);

Outcomes 7 and 8: Challenges and lessons learned not included.

Outcome 9: Improved evidence-based surveys, funding, engagement with CSOs (Outcome 9)

Outcome 10: Effective collaboration and coordination with the National Council for the Advancement of Women (NCAW), the Informal Gender Working Group, the provision of joint UN support the government in the implementation of CEDAW and Beijing +20 follow-up actions, the National Gender Equality Strategy, the National Action Plan on Violence against Women and Children, and the NSEDP.

Evaluation observation: The proposed UNDAF Progress Report, and corresponding Outcome reports (ORRs) should reflect on enabling and constraining factors experienced to date in the course of UNDAF implementation, which may need to be addressed in the context of the next UNPF.

3.C.3.4 Effectiveness of partnerships in context of use of UN comparative strengths

To what extent have the partnerships with ministries, agencies, and other representatives of the partner government allowed the UN to make use of its comparative strengths, while, at the same time, safeguarding and promoting national ownership?

Good and long-standing working relationships between UN agencies and their counterpart Ministries and Secretariats have been essential for establishing and maintaining trust and long-term capacity development. In this way, the support arrangements for the implementation of international norms and treaties have been able to be cultivated between agencies and their national counterparts. As part of their responsibility for strengthening national capacity to comply with international

conventions, treaties and human rights instruments, UN agencies have promoted national ownership in complying with international norms and reporting requirements.

For instance, UNDP has had long-standing relationships with regard to governance and the GPAR, and the Round Table process and Aid Effectiveness agenda, climate change mitigation and adaptation, and with UXO in its capacity as co-chair of the Governance and UXO SWGs; UNICEF in relation to the Convention on the Rights of the Child (CRC); UN Women in relation to the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW) and gender mainstreaming, WHO in relation to health matters, UNFPA for population and reproductive health matters, FAO in relation to agricultural development and food security and WFP in connection with nutrition and school feeding.

In addition several agencies provided support to specific normative conventions and instruments, such as environmental conventions (for instance the Stockholm Convention (Persistent Organic Pollutants, with UNIDO), the Montreal Protocol (Ozone layer, UNDP); Climate Change (UNFCCC, UNDP and FAO), Convention on Biological Diversity (Biodiversity) (UNDP), labour-related conventions with regard to its tripartite responsibilities in support of labour (trades unions), employers, and Government (ILO); drug trafficking and crime (UNODC) and agriculture and food security (FA), IFAD).

Good working relationships between agencies have been evident in concerted support to the government to strengthen reporting against key international instruments including MDGs, CEDAW, CRC and the Universal Periodic Review (UPR) for human rights. The need for strengthened communications with DPs and CSOs was highlighted during the course of the evaluation.

Evaluation observation: The multiplicity and volume of partnerships covering each of the UNDAF's Outcomes and Outputs would require a detailed outcome-based, and sometimes output-based review of each type of partnership in relation to their contribution to (i) use of UN comparative advantages, and (ii) strengthening national ownership. Given the large scope of this exercise, and the need for familiarity with day-to-day operational and implementation issues, it is suggested that such a review is best carried out in the context of OG consultations in relation to the preparation of the proposed UNDAF Progress Report.

3. C.3.5 Strengthening of Government capacity to sustain UNDAF results

To what extent has the capacity of the Government to sustain programmes and related results been developed in the course of the UNDAF implementation?

Evaluation observation: The wide variety and quantity of activities undertaken by the UN system to put in place mechanisms and measures, which can sustain programmes and related results have been discussed in earlier sections[59]. Further reflection on this sustainability issue should be carried out on an outcome-by-outcome and/or output-by-output basis, on the basis of measurable indicators. This should be carried out in the context of drawing lessons of experience when preparing the 2015 Annual Review and the proposed UNDAF Progress Report, as well as when preparing future support under the UNPF.

(Ref. Recommendation 5.3.4, 2)

3.C.3.6 UN contribution to equitable and sustainable growth for poor people (Outcome 1)

To what extent have interventions supported by the UN in Lao PDR contributed to (or are likely to contribute to) more equitable and sustainable growth for poor people now and in the future?

The present section complements the responses given in 3.C.2.9 on effectiveness in promoting equitable growth, and on sustainability relating to creating "durable change and progress towards

[59]3.C.3.1, 3.C.3.6 to 10, and the ORSs in Annex 4

national development goals and UNDAF outcomes" (3.C.3.1) and on the "sustainability of benefits" (3.C.3.2).

Outcome 1 includes a total of 17 Outputs (53 indicators) under planned funding of $49.1 million, of which 40.6% ($19.9 million) had been committed and 59.4% ($29.2 million) was still to be mobilised. Information on actual resources mobilised and delivery was not available.

As indicated in the response to 3.C.3.1 and 3.C.3.2, these Outputs can be broken down into the three categories, of which some have more direct impact on improving the lives of poor people than others, as follows:

1) Promote income generation for the poor people by supporting better access to financial services and markets for low-income households. A first group includes Output 1.1 through the provision of financial services (micro-credit) to low income households (UNCDF/UNDP, with the Bank of Lao, SDC and GIZ). This has already enabled 140,000 low income households and micro-enterprises to open savings accounts and 70,000 clients to receive loans). Output 1.2 to increase income generation potential and energy saving through more sustainable tourism, quality and clean production in the hotel industry and exports of goods (arts and crafts); Output 1.6 supports ex-poppy cultivating communities to increase household productivity and improve infrastructure (UNODC) through diversification of income sources through fruit, vegetable and livestock production[60]; Output 1.8 Supports poor o farmers through better access to markets and sustainable integrated farming systems (IFAD). All of these have the potential to contribute to more equitable and sustainable growth for the poor people targeted although difficult to analyse without suitable breakdown into compatible, and directly linked outputs and suitable data

Of the other 14 Outputs under Outcome 1, their links to poor people are more indirect as they focus on:

(ii) **Supporting collection, analysis and use of disaggregated data** (by ethnicity, sex, age, wealth quintile, etc.) for evidence-based planning and strengthened monitoring and evaluation systems for informed policy dialogues (1.3) and advocacy especially through the Round Table Process (1.14) on key social and economic governance issues most likely to impact the achievement of inclusive and equitable growth. This will include among others support for a national policy to eliminate hazardous forms of child labour (1.10)

(iii) **Further strengthening of Government capacity of the Government for effective planning, monitoring and mobilising official development assistance (ODA) and high quality FDI** (1,4) in support of the achievement of the 7th NSEDP goals including the MDGs and graduation from LDC status by 2020. This also includes support to participatory urban planning processes for sustainable urbanisation and urban poverty reduction (1.11) and better information and policies for the labour market (1.9), and (iv) Support to the implementation of the National Drug Control Master Plan (1.7)

In addition, a number of additional outputs were included under Outcome 1 relating to: training and research in analysis of demographic changes and social development (1.5); Access to market and integrated farming systems (1.8); livelihoods opportunities linked to culture and development, creative sector and intangible cultural heritage (1.12); enhanced development management on basis of Vientiane Declaration (1.13); capacity development in standards, metrology, testing and quality assurance (1.15); SMEs and local economic development (1.16); industrial policies, planning and statistics (1.17).

Evaluation observation: UN support to longer term planning and monitoring of the 8th NSEDP has no doubt provided good opportunities to reflect on past performance under the 7th NSEDP and to ensure that necessary measures to facilitate policy change and progress towards national development goals

[60] NB derived from the summary of Outcome 1 on p. 15, but does not include all 17 outputs.

are put in place. This also applies to the prioritization of external support from the UN and DPs, and the planning of future support so that durable change is brought about. With respect, the modest initiatives to strengthen income-generation need to be strengthened to ensure that sustainable livelihoods can be maintained on a large scale.

In the context of preparing the 2015 Annual Review Report and proposed UNDAF Progress Report in 2015, it is proposed that the OG1 review the Outcome results, bringing together considerations of effectiveness (ref. 3.C.2.9), durability of change and progress towards national development goals (3.C.3.1), sustainability of benefits (3.C.3.2).

(Ref. Recommendation 5.3.4, 2)

3.C.3.7 UN contribution to public services, human rights and participation of poor and vulnerable in democratic processes (Outcome 2)

To what extent have interventions supported by the UN in Lao PDR contributed to (or are likely to contribute to a durable improvement in the delivery of public services, an effective protection of the rights and greater participation in transparent decision making for the poor and vulnerable, sustained by the Government of Lao PDR? (Outcome 2)

The present section complements the responses given in 3.C.2.10 relating to effectiveness in ensuring that the poor and vulnerable benefit from public services, protection of human rights and participation in decision-making, sustainability 3.C.3.1 relating to "creating durable change and progress towards national development goals and UNDAF outcomes" and 3.C.3.2 on the "sustainability of benefits".

UN support under Outcome 2 was envisaged for 13 Outputs, which can be broadly grouped into three thematic areas, although these are not presented as such under sub-outcomes in the Results Matrix.

1) Delivery of public services; through Output 2.2 to Improve capacity of the civil service to deliver services to the poor This was provided through support to the Governance and Public Administration Reform Programme (GPAR) under projects (i) a National GPAR programme Secretariat support project (UNDP) and (ii) Strengthening the Capacity and Service Delivery of Local Administrations (GPAR SCSD), (UNDP/UNCDF). These two projects have succeeded in (i) strengthening the capacity of the GPAR management to deliver services, to provide oversight and coordination, and to support the Governance Sector Working Group (GSWG) and (ii) support the Capacity Development and Modernization Fund (CADEM), and a District Development Fund (DDF) for community infrastructure projects, piloted in eight districts in Saravane province.[61](ii) Output 2.9 Public administration reform (UNDP); and (iii) Output 2.11 Sector reform for pro-water and sanitation governance (UN-Habitat, UNICEF);

2. Protection of human rights: This area includes a number of Outputs, although these are not grouped together in the Results Matrix, or reported upon clearly in the 2012 Annual Review, namely Output 2.3 Labour migration policy and mechanisms (ILO); Output 2.4 Legal Sector Master Plan (OHCHR, UNDP, UNICEF, UNICRI, UNODC, UN Women); Output 2.6 Prevention and combating of human trafficking (UNIAP/UN ACT, UNODC); Output 2.12 Support to the rights of workers through social dialogue in industrial relations (ILO); Output 2.13 Promotion and protection of women's human rights (UN Women);

3. Participation in decision-making: Output 2.1 Support to the National Assembly[62]; Output 2.8 Participation in planning and decision-making in relation to development planning;

UN support under Outcome 10 has been delivered as follows:

[61] Ref. GPAR Assessment and Concept Development, Lao PDR: Evaluation mission report (Juan Luis Larrabure, Souklaty Sysaneth, Luz Lopez-Rodriguez and Ny Luangkhot.

[62] Ref. Evaluation Report, National Assembly Strategic Support Project (NASSP) (18 June 2014 (Somsouk Sananikone and Mike Winter)

1) **Protection of human rights**: Output 10.1 Central and sub-national institutions are able to enhance gender equality and follow up on CEDAW recommendations (UNFPA and UN Women);

2) **Participation in decision-making:** Output 10.2 CSO are better able to advocate for gender responsive policies and CEDAW accountability; Output 10.3 Women's group have improved capacity to engage in decision making and planning.

Without a more in-depth review of the issues involved, it would be unrealistic for the Evaluation mission to attempt to provide an opinion on the extent to which interventions supported by the UN in Lao PDR have contributed to (or are likely to contribute to) durable improvements in the above three areas, although it is clear that the matter of CSO engagement (as one indicator of the participation of the poor and vulnerable) is an area that requires deeper focus and improved transparency. It is suggested that these matters should be included in the mandate of the Outcome Groups, and an appropriate research programme be carried out.

Evaluation observation. In response to the question of the extent to which interventions supported by the UN as mentioned in 3.C.2.10, 3.C.3.1 and 3.C.3.2 "*are likely to contribute to a durable improvement in the delivery of public services, an effective protection of the rights and greater participation in transparent decision making for the poor and vulnerable, sustained by the Government of Lao PDR"* the UN has effectively assisted in the provision of tools, and strengthened institutions and human resources to facilitate the sustainability of the results achieved in the three areas of Outcome 2 as described above and earlier. It has also helped to establish or strengthen mechanisms and apply international norms and standards which should provide a stronger legal, administrative and rights-based basis for durable and sustainable development. Ensuring a "*durable improvement"* is the responsibility of government and outside the control of the UN, and the evaluation is not able to speculate on future prospects of "durable improvement" in the above respects.

A full picture of all the results in all the 13 Output areas clearly grouped by thematic area, and amplifying effectiveness and sustainability information, should be established through the preparation of an Outcome Results Report (ORR) so as to provide inputs to an Annual Country Results Report for 2015, and to the proposed UNDAF Progress Report this should be combined with the proposed reporting on effectiveness (see 3.C.2.9).

(Ref. Recommendation in 5.3.4, 2)

3.C.3.8 UN contribution to education and training for under-serviced communities and the poor (Outcome 3)

To what extent has the UN been able to support the Lao Government and create Government ownership in ensuring that under serviced communities and people in education priority areas benefit from sustainable and equitable quality education and training that is relevant to the labour market (Outcome 3)?

The UN system has provided support to the following Outputs in relation to **Outcome 3 Education:** Output 3.1 Educational sector management (coordination, planning, implementation and monitoring) (UNESCO, UNICEF, WFP); Output 3.2 Support to Pre-school aged children, particularly girls, in disadvantaged communities (UNESCO, UNICEF, WFP); Output 3.3 Primary and secondary school aged children (UNESCO, UN-Habitat, UNICEF and WFP); Output 3.4 Support to disadvantaged children through curricular revision (UNICEF, UNESCO); and Output 3.5 Skill up-grading and standards (ILO).

In particular, there has been a continued increase in the number of people from educationally disadvantaged areas accessing formal and non-formal education and training. Enrolment rates across the 56 educationally disadvantaged districts at all levels increased (Outputs 3.2 to 3.4). The UN system has provided material support to strengthen education capacity, for instance, in 2014 227 primary schools in four districts received grants to raise quality standards, primary school textbooks were audited from a gender perspective (Output 3.4), 391,515 grade 1 and 2 girls and boys received text

book sets with 67,500 guide books for their teachers (Output 3.4); and 170,000 students (pre-primary, primary and secondary) in remote areas received school meals (Outputs 3.1, 3.2, 3.4).

Furthermore, since 2011 38,357 learners (53% girls) completed an education equivalency programme, with 64,420 learners (just over 50% girls) enrolled in the lower secondary equivalency programme. However there has been limited progress in improving the primary education cycle survival rate, with high repetition and drop-out rates (Output 3.3). In addition the UN, a new degree level, pre-service teacher education programme enrolled 80 aspiring teachers in 2014 and a piloting of community-based school readiness centres in four districts (Output 3.4)

With regard to Output 3.5, more than 50 trainees were certified in the construction and automotive industries, based on skill standards and a testing system developed with ILO assistance. The UN system has thus played an active role in supporting the Lao Government and creating Government ownership to ensure that under serviced communities and people in education priority areas benefit from sustainable and equitable quality education and training. This has included a focus on reducing gender gaps in education with careful targeting and sex-disaggregated monitoring.

3.C.3.9 UN contribution to health and social welfare sustainability (Outcome 4)

To what extent will interventions supported by the UN to ensure that women and men in Lao PDR benefit from more equitable promotive, preventive, curative and rehabilitative health and social welfare services (Outcome 4) have lasting results after the UNDAF's entire implementation, and how can these results translate into future programming?

Over the past five years, WHO, UNICEF and UNFPA reported investment efforts to support the government to expand health infrastructure, and to improve the distribution of finances and human resources for health in urban and rural areas. However, due to the limited coordination, the support did not reach their goals, resulting in inequitable access across population groups. However, the various technical assistance, working groups and task forces formed have seen numerous major policies and strategies drafted for sector development in areas such as human resource for health and health financing; maternal, neonatal and child health; emerging infectious disease; HIV/AIDS, malaria and tuberculosis control.

The **ILO** programme of assistance focused on providing technical support to the government in establishing the institutional arrangements and other preconditions (including research and human capacity requirements) for a merger of the health components of the main social security schemes, together with the rollout of a pilot stage of the harmonised scheme in Vang Vieng.

The maternal, neonatal and child health package is the key strategy for maternal health in Lao PDR and was developed with the support of WHO and UNFPA and other partners. It serves as a guiding framework for harmonizing support for this strategy. The package is integrated in the Health Sector Plan which is also coordinated under the health SWG. UNFPA technically supports the implementation of many of the components of the maternal, neonatal and child health package, in particular the skilled birth attendance plan, and together with WHO and UNICEF, contributes to three strategic objectives - improving governance and management capacity, strengthening quality of health service provision, and mobilizing individuals, families and communities for maternal, neonatal and child health) through supporting the MoH at implementation level.

Evaluation observation: As mentioned under 3.C.3.1 despite the solid results achieved (see Annex 4.4) further information on results vis-à-vis appropriate indicators are required in order to assess "t*o what degree did the implementation of Lao PDR UNDAF contribute to creating durable change and progress towards national development goals and UNDAF Outcome goals"* and on the "*extent to which interventions supported by the UN to ensure that women and men in Lao PDR benefit from more equitable promotive, preventive, curative and rehabilitative health and social welfare services*

(Outcome 4) have lasting results after the UNDAF's entire implementation, and how can these results translate into future programming?

In the same way as for other Outcomes, OG4 should review the results achieved in relation to appropriate sustainability indicators, in the process of preparing a future annual Outcome Results Report for 2015, and the proposed UNDAF Progress Report.

(Ref. Recommendation 5.3.4, 2)

3.C.3.10 UN contribution to food security and nutrition (Outcome 5)

To what extent have UN-supported interventions contributed (or are likely to contribute) to a sustained increase in food security and better nutrition for vulnerable people in Lao PDR? (Outcome 5).

With regard to nutrition, the UN system has learned lessons from its experience in addressing bottlenecks and gaps. Whereas before the establishment of the National Nutrition Committee in July 2013, Government and development partners "worked in a fragmented manner, without an organized aligned approach to nutrition"[63], and with "slow progress due to inadequate prioritization in policies and plans." the coordination mechanisms put in place and the various inputs from UN agencies and the EU[64] should contribute to sustained increase in food security and better nutrition for vulnerable people, which should be confirmed in subsequent M & E reports. Examples of UN support are given below. While it was acknowledged that the provision of nutritional supplements is a short term remedial measure to prevent further mortality and morbidity in the community, a number of concurrent efforts were also carried out to address underlying issues relating to nutrition and food security.

Most significantly, in parallel to UNDAF framework, WFP had carried out a Food Fortification Industry, Market and Policy Assessment in late 2012/early 2013. The objective was to inform on the possibilities of engaging in food fortification. In addition to that, WFP supported an inter-ministerial delegation to attend a "Scaling Up Rice Fortification in Asia" workshop in 2014. Some of the food fortification possibilities identified were (i) oil fortification with vitamin A+D; (ii) fortification of glutinous rice with iron and other vitamins and minerals; as well as (iii) salt fortified with both iodine and iron, or double fortified salt (DFS). In the short term, these targeted fortification programs can address the micronutrient needs of high risk groups including pregnant women and young children as they simultaneously develop the capacity of Lao food companies. In the medium term, these activities may create a foundation of awareness and capacity for commercial sector market-driven fortification initiatives and in the longer term, as fortification technology develops and domestic food industry expands, may facilitate adoption of national mass-market fortification.

UNICEF provided technical support to the MOH for estimating medium-term budget needs (2014-2017) and undertake prospective mapping of external confirmed funding for essential nutrition commodities (vaccines, deworming tables, micronutrients, ready-to-use therapeutic foods) and for outreach operating costs. The results of the budgeting and mapping were used to inform the allocation of domestic funds to core service delivery inputs and to mobilise additional external resources to close critical gaps in services for children and women.

FAO and IFAD worked on several projects in strengthening the capacity and resilience of smallholder farmer to respond quickly to climatic disasters in the future and promote production of alternative sources of food project in Laos PDR. Successful implementation of climate change adaptation measures for farmers in drought- prone and flood-prone provinces, capacity development through farmer field schools, and improving nutritional diversity at the community level through agro-biodiversity initiatives.

[63] Ref. CEB Third MDG Acceleration Review (April 2015), Annex 5 Review of MDG Implementation at the Country level (Lao PDR Accelerating progress towards improving nutrition for women and children) (p.46-47)

[64] Ref. CEB Third MDG Acceleration Review and CEB Monitoring Matrix (April 2015)

UNDP and FAO are supporting the government in updating the National Agro-Biodiversity Programme, and other partners will be consulted through the Sector Working Group to identify follow up actions. The Government, with support from UNDP/FAO, will promote sharing of experiences, good practices and lessons leant through the sector working group to stimulate discussion, guide policy-making, and scale up good practices to increase the conservation and use of agro-biodiversity for food and nutrition security.

Programmatic linkages will be further elaborated in 2015 through the provision of mechanisms to measure the contribution of UXO clearance to food and nutrition security. UNDP has been in dialogue with development partners and government to increase the recognition of this issue.

Laos PDR had a National Nutrition Strategy and Plan of Action (2010 – 2015) which prioritized the immediate actions for 2015 as an effort to narrow the gap in attaining the nutrition and food security MDG. The approach previously applied to address nutrition has been recently revised. Rather than being seen as an issue belonging just to the health sector, it is now been recognized as an issue that needs the involvement of several different sectors and an integrated approach.

Additionally, Both FAO and IFAD supported the Ministry of Agriculture and Forestry in drafting the Agriculture Development Strategy 2025 and Vision 2030 in achieving food and nutrition security. WHO, WFP and UNICEF had given support to MOH in its role of the secretariat to the NNC to develop National Nutrition Strategy beyond 2015 and to integrate nutrition into the health sector plans and budgets which are still pending approval. It establishes a framework to improve nutrition by 2020. Importantly, the policy commits the government, donors and investors to abide by the findings of environmental and social impact assessments, and to follow the law, particularly in the hydropower, mining and plantation sectors, to prevent adverse impacts on nutrition.

4. SUMMARY OF UNDAF RESULTS

4.1 Substantive results

Substantive results, which illustrate and amplify the observations made in Chapter 3.C.2 Effectiveness and 3.C.3 Sustainability, are given in **Annex 4 Outcome Results Summaries (ORS)**[65], and which are summarized as follows.

4.1.1 Equitable and sustainable growth

By 2015, the government promotes more equitable and sustainable growth for poor people in the Lao PDR

1) UN support and results summary. The UNDAF envisaged 17 outputs, measured by 53 indicators which grouped together should contribute to "equitable and sustainable growth for poor people", through:

(i) Economic planning and monitoring: The UN continued to advocate for an inclusive and sustainable development result for Lao PDR, through support to *policy analysis, the Mid-Term Review of the 7th NSEDP and in the preparation of the 8th NESDP*, particularly in structuring its direction and indicators with a view to graduating from LDC status by 2020 (Output 1.3). The UN also assisted in formulating policies on *community development and poverty reduction* using evidence-based analysis (1.13). Support in sectoral and thematic planning, data collection and implementation has also been provided to *labour and employment promotion* through labour market information and policies (ILO) (Output1.9), *industrial planning and statistics* (UNIDO) (Output 1.17), as well as in *urbanisation planning* (UN-Habitat) (Output 1.11), for the *elimination of child labour* (UNICEF)(Output 1.10), and the *implementation of the National Drug Master Plan* (UNODC)(Output 1.7).

(ii) Supporting collection, analysis and use of disaggregated data. UNFPA, UNDP and UNICEF were the primary agencies involved in this area (Output 1.3 and Output 1.5), with UNFPA in particular carrying out activities to promote the *integration of population and gender issues* into the 8th NSEDP through workshops, advocacy and publications[66]. The UN also supported increasing the accessibility of data for the 8th NSEDP and the long-term strategy (2025).

(iii) Aid management, through the formulation and organisation of *Round-Table Meetings (RTM*), and in support to the follow-up of discussion points from the 11th meeting (November 2014), and the preparation of the 12th meeting (November 2015) (Output1.14). It has also promoted compliance with Paris Declaration principles for *aid effectiveness*, as envisaged in the *Vientiane Declaration* (2003), and in strengthening *aid coordination capacity* in the MPI.

(iv) Support to income generating activities: through the strengthening of access to financial services for low-income people and micro-enterprises. In this respect, a key component of this area is UNCDF/UNDP support the Bank of Lao in enabling low-income households and entrepreneurs in gaining **access to financial services** through micro-credit (100,000 new accounts) and saving (70,000

[65] These Outcome Results Summaries follow a common format:
1) Context and rationale
2) Alignment with national policies
3) UN support response
4) Joint programming arrangements
5) Resource mobilization and delivery
6) Overall assessment
7) Management and coordination arrangements
8) Lessons learned
9) Recommendations.

[66] Ref. Gavin Jones (2015) Population and Development in Lao PDR: Understanding Opportunities, Challenges and Policy Options for Socio-Economic Development.

new accounts) (Output 1.1). The UN also assisted in ensuring quality investment for agriculture, forestry and the hotel sectors (Output 1.4), including with social and environmental impact studies, and the strengthening of ex-poppy cultivating communities to increase household productivity and infrastructure (UNODC), (Output 1.6). In preparation of entry into the ASEAN Economic Community (AEC) in 2015, the UN supported entrepreneurship development (Output 1.16).

2) Resource mobilisation and delivery. A total of $48.5 million was envisaged for Outcome 1, of which 40% ($19.4 million) had been mobilised by 2012, leaving a resource gap of nearly 60% ($29.1 million). Information is awaited on resources mobilised and delivered.

3) Overall assessment, including of joint support arrangements: The ORS in Annex 4.1shows the that of the 7 Outcome indicators, none had been achieved, although 3 are on track, and of the 53 outputs indicators, 16 had been achieved, 15 are on track (58.5%), while 10 had not been achieved and for 12 outputs, data was not available. Since the IMM does not provide any analysis of results, and no full Outcome 1 reports are available, further assessment is required, particularly of the results obtained to achieve planned outputs.

4) Recommendations – Outcome 1. Recommendations given in the Matrix in Chapter 5 as follows:

5.3 UNDAF monitoring and 5.3.4 Substantive results, where applicable;

5.9 Planning for the UNPF, and 5.9.4 Alignment with 8th NSEDP

4.1.2 Public services, rights and participation

By 2015, the poor and vulnerable benefit from the improved delivery of public services, an effective protection of their rights and greater participation in transparent decision making

1) UN support and results summary. The UNDAF envisaged 10 Outcome indicators and 35 Output indicators designed to demonstrate achievement of *benefits for the poor and vulnerable from improved delivery of public services, protection of human rights and participation in decision-making.* Summary results achieved were:

***(i) Improved delivery of public services*,** through UNCDF/UNDP support (Output 2.2) to the "Sam Sang" (Three Builds) programme, particularly through an expansion of the District Development Fund and the start-up of pilot schemes for social infrastructure development in 8 districts in Saravane province. This aimed to improve the effectiveness of service delivery for district populations, particularly the poor, by promoting greater accountability of district authorities and participation of communities in the service delivery process.

***(ii) More effective protection of the rights of the poor and vulnerable*,** through major changes in the legal landscape following the amendment of the Constitution and development of civil and penal codes. In the area of law-making (Output 2.7), the Government conducted the law-making baseline assessment and also finalized the draft Village Mediation Decree. In terms of people's access to justice, the Government conducted a national survey in selected provinces in order to improve the public perception towards the legal sector. In the application of programming principles, particularly of **human rights**, UNDP applied a human rights-based approach. For instance, when selecting geographical focus, UNDP ensured that social disadvantaged groups would be the main target audience for such future support as mobile legal aid, mobile courts, and legal information dissemination.

(iii) *Greater participation in transparent decision-making*: The UN continued to support the strengthening of the National Assembly, as the primary forum for democratic governance, including the promotion of an effective public petitions and hotline mechanism to enable greater participation in decision-making (Output 2.1). With UNDP's and UNWOMEN's support, the National Assembly (Output 2.1) strengthened the capacity of the Women's Caucus by incorporating gender perspectives into the law-making process and National Assembly's policy agenda. It also helped develop quick

reference briefs on gender for current and future parliamentarians. In 2013, Not-for Profit Associations (NPAs) participated in the Round Table Meeting in late 2013 as well as in the RT Implementation Meeting in 2014. Civil society organizations (CSO) participated in provincial consultations in Saravane. At the community level, UN-supported community radio stations (Output 2.8) played significant roles in disseminating important information to local communities in 8 ethnic languages and reached an audience of about 90,000 people in 2014 in 6 districts in 3 provinces (Oudomxay, Xiengkhouang, and Saravane).

2) Resource mobilisation and delivery. The UNDAF envisaged Outcome Allocations (p.34) of $41.2 million for Outcome 2, of which 24.3% ($10.0 million) had been mobilized by 2012, leaving a resource gap of 76.3% ($31.4 million) to be mobilized. Of the above $37.2 million was planned for the nine "joint programming" outputs, and $41.2 million for the four single agency-supported outputs. Information is awaited on resources mobilized and delivered or by implementation arrangement (joint or single agency).

3) Overall assessment including of joint support arrangements

Of the 11 Outcome, 5 had been achieved or are on track, while of the 35 Output indicators, 8 were achieved, 8 were on track, 6 had not been achieved, and for 13, data was not available.

Further assessment is required, particularly of the results obtained to achieve planned outputs and their impact on outcome indicators.

4) Recommendations – Outcome 1. Recommendations given in the Matrix in Chapter 5 as follows:

5.3 UNDAF monitoring and 5.3.4 Substantive results, where applicable;

5.9 Planning for the UNPF, and 5.94 Alignment with 8th NSEDP

4.1.3 Equitable provision of education and training for employment

By 2015, under serviced communities and people in education priority areas benefit from equitable quality education and training that is relevant to the labour market

1) UN support and results summary. The UNDAF envisaged 6 Outcome indicators and 14 Output indicators for the planned 5 Outputs. Summary results achieved were:

(i) Develop the capacity of the Government to more effectively manage the education sector (3.1)

UNICEF and **UNESCO** have supported the MoES in the coordination and development of multi-year sector plans to strengthen planning, budgeting and monitoring processes. They have also supported the implementation of the Education Sector Development Plan, consistent with Aid Effectiveness Principles. UNICEF has also co-chaired the Education Sector Working Group (ESWG) which is considered as the most active of the SWGs. UNICEF has provided support at central, provincial and district levels to utilize disaggregated education sector data from the Education Management and Information System (EMIS) for planning, budgeting, monitoring and strengthening policies.

(ii) Support children to better prepare for school, and complete their education 3.2 and 3.3)

A key input for expanding school enrolment and retention, has been WFP's School Meal programme which is helping to break the inter-generational cycle of undernutrition by providing pre-primary (ages 3-5) and primary (ages 6-10) school children with a school meal, as well as by providing take-home rations for Informal boarders[67]. WFP also passes nutrition-related messages to improve students' knowledge and awareness of nutrition, health and hygiene practices. WFP outreaches all schools in Luang Namtha, Oudomxay, Pongsaly, Luang Prabang, Sekong, Saran and Attapeu provinces. UNICEF and UN-Habitat have also supported the establishment of Child-Friendly Schools (CFS) in selected provinces which have ensured that children can learn in a safe and inspiring environment which includes water, sanitation and hygiene facilities specifically in the Saravane province. Furthermore, UNICEF and UNESCO have collaborated on reaching disadvantaged, out-of-school children with opportunities to ease their transition back to the formal school system.

(iii) Developing skill standards and testing modules to certify the upgraded skills of workers (3.5)

ILO, UNICEF and the World Bank have supported the inter-agency research programme, "Understanding Children's Work" (UCW), towards eliminating child labour, which is guided by the Roadmap adopted at The Hague Global Child Labour Conference 2010. With the support from ILO and private sector engagement, LNCCI is involved in reforming the technical and vocational education and training (TVET) systems in order to get industries' required competencies and skills though competency based training (CBT) and other practical training methods and establishing linkages with industry for placements, apprenticeships and interns.

2) Resource mobilisation and delivery:

A total of $45.8 million was envisaged for Outcome 3 which is the about 13.8% of total resource required for the UNDAF Action Plan and third most resource-required outcome. Of this about 29.5% ($13.5 million) had been mobilised by 2012, leaving a resource gap of nearly 70.5% ($32.3 million) to be mobilised. A breakdown of funding availability (core and non-core), expenditures/commitments and resource mobilization results for Outcome 3 in total, by agency and by output is awaited.

3) Overall assessment including of joint support arrangements

Of the 6 Outcome indicators, 4 have been achieved, one is on track and for one, data is not available. As for the 14 Output indicators 4 are achieved, 3 are on track, one has not been achieved, while for 6, data is not available.

[67] Informal boarders are students who live in unofficial dormitories at schools far from home.

4) Recommendations – Outcome 3. Recommendations given in the Matrix in Chapter 5 as follows:

5.3 UNDAF monitoring and 5.3.4 Substantive results, where applicable;

5.9 Planning for the UNPF, and 5.9.4 Alignment with 8th NSEDP

4.1.4 Equitable health and social welfare services

By 2015, people in the Lao PDR benefit from more equitable promotive, preventive, curative and rehabilitative health and social welfare services; as well as key populations at higher risk of HIV infection benefit from increased coverage and quality of treatment

1) UN support and results summary. The UNDAF envisaged 10 Outcome indicators and 22 Output indicators for the planned 11 Outputs. Summary results achieved were:

2) UN support results:

Output 4.1 Strengthen the health system to be better governed, financed, staffed and managed

Over the past five years, the MOH has worked with the DP in strengthening the country's health system. The establishment and function of the *Sector Working Group for Health (SWGH),* chaired by MOH and co-chaired by WHO and the Embassy of Japan, has been the core mechanism for effective coordination and cooperation in health, thus enhancing aid effectiveness. The various technical working groups and task forces formed under this mechanism have drafted *major policies and strategies for sector development* in areas such as *human resources for health* and *health financing; maternal, neonatal and child health; emerging infectious disease; HIV/AIDS, malaria and tuberculosis control*. WHO, UNICEF and UNFPA reported investment efforts to support the government to expand *health infrastructure*, and to improve the *distribution of finances* and *human resources* for health in urban and rural areas.

Additionally, WHO supported the MOH with the *Health Management Information System (HMIS) Strategic Plan* using Health Metric Network methodology and MNCH data processes linked to this tool. Health facility staff were provided ongoing *capacity building* in using the HMIS and basic data collection, analysis and use for improving programme management. *Data analysis, and the use of disaggregated data in the planning and monitoring of national, sectoral and provincial development plans*, has been strengthened. Surveillance of 17 notifiable syndromes has improved with computer-based systems currently functional at provincial levels.[68]

Output 4.2 Address underlying social and economic determinants of health.

With the support of UNFPA, UNICEF, WFP and FAO, the Laos government generated disaggregated evidence on the needs of women, children, young people and rural populations, particularly those in remote communities and from smaller ethnic groups to inform policy-making and programme development. This includes large scale surveys like the *Lao Social Indicators Survey (LSIS), Labour Force and Child Labour Survey (LFCLS), Lao PDR Reproductive Health Survey (LRHS), Skilled Birth Attendance Assessment (SBAA), Emergency Obstetric and Newborn Care (EmONC) assessment and the Agriculture Census.[69] The Participatory Ethnographic Evaluation and Research (PEER) study* focused on the reproductive health needs and perceptions of ethnic and rural women.

Output 4.4 and 4.6 Support improved coverage and quality of **sexual and reproductive health**

Mass organizations actively participated in health-related activities, especially mobilizing communities and conveying health educational messages. The key active mass organizations are the Women's Union and the Youth Union. Involvement of these organizations, as well as UNFPA and WHO adapting health materials, reached about 60% of young people aged 15-24 to receive *adolescent sexual and*

[68] WHO. (2011). *Country Cooperation Strategy for the Lao People's Democratic Republic 2012- 2015*.
[69] UNDAF. (2013) First UNDAF Annual Review Report (Draft).

reproductive health life-skills education through primary and secondary schools as well as non-formal and technical schools.

In Vientiane province and Vientiane Capital, WHO piloted the flow system for the *Sexually Transmitted Infection (STI) programme* linking outreach, care and treatment systems for Men having Sex with Men (MSM). The STI treatment guidelines were adapted by the University of Laos supported by the Global Fund.

Output 4.5 Supporting the essential package of integrated **Maternal, Neonatal and Child Health and Nutrition services** and recognizing complementarities of other programmes.

The *maternal, neonatal and child health (MNCH) package* is the key strategy for maternal health in Lao PDR and was developed with the support of WHO and UNFPA and other partners. It serves as a guiding framework for harmonizing support for this strategy. The package is integrated in the Health Sector Plan which is also coordinated under the health SWG. UNFPA technically supports the implementation of many of the components of the maternal, neonatal and child health package, in particular the *skilled birth attendance plan*, and together with WHO and UNICEF, contributes to three strategic objectives - *improving governance and management capacity, strengthening quality of health service provision, and mobilizing individuals, families and communities for maternal, neonatal and child health* through supporting the MoH at implementation level. Free MNCH services now have been implemented in 60% of the districts in Lao PDR.

The *EmONC Assessment* was supported by MHTF and UNICEF, the National Institute of Public Health, the University of Health Sciences and the Faculty of Post-Graduate Studies in 2011. UNFPA provided overall technical and financial support and collaborated, in particular with WHO for technical and financial support for the data collection, and Averting Maternal Deaths and Disabilities (AMDD) also provided technical support. Results from the assessment contributed towards a *national EmONC plan*.

Complementing GAVI's efforts, UNICEF supports the Lao Government in ensuring that all children can access efficient, safe and sustainable *immunization services*. UNICEF supports the national objectives of maintaining polio free status, eliminating measles and maternal and neonatal tetanus. At the same time, UNICEF also supports the government in delivering selected high impact child survival and development interventions, such as early *initiation and exclusive breastfeeding, immunization, Vitamin A supplementation, and deworming of children under 5 years of age* through health facility. There was an increase in coverage of key vaccination among children under five years of age. In 2014, the Rubella vaccine was introduced and will be administered together with measles as the Measles – Rubella Vaccine. About 87 percent measles coverage has been achieved. Although at the point of UNDAF assessment, there was measles outbreak, it was reported that processes in place to ensure 95 percent coverage will be achieved in the coming year.

Output 4.7 - Communities in small towns and vulnerable children and women in rural areas have improved access to **water and sanitation services**

While there were no available data at the point of assessment, it was reported in the UNDAF annual review report 2014 that "new latrines and clean water systems have been constructed nationwide" mainly led by UN-Habitat, WHO and UNICEF.

Output 4.8 - **International Health Regulations core capacity requirements** achieved (including for emerging, neglected tropical and other communicable diseases)

Output 4.9 - People in Lao PDR have increased awareness of drug prevention and better access to treatment, rehabilitation and reintegration services

Output 4.10 Develop capacity of national and subnational governments in implementing a **social welfare system.**

UNICEF supported the development of the *social welfare law* which is already approved by the National Assembly. The Drafting Committee's technical level Secretariat has collected information on existing social protection provisions and provided inputs on implementation issues, gaps in social protection policy and on recommendations to address the identified issues and gaps. UNICEF also supports the Ministry of Labour and Social Welfare's role in developing and overseeing the development of the *child and family welfare*, including the establishment of *Child Protection and Assistance Committees (CPAC)* at the central, provincial and district level as well as some 475 *Child Protection Networks (CPN)* at the community level.

Output 4.11 - **National Health Insurance scheme** is established and piloted, and coverage under **social health protection schemes** has been extended in target areas

The ILO programme of assistance focused on providing technical support to the government in establishing the institutional arrangements and other preconditions (including research and human capacity requirements) for a merger of the health components of the main *social security* schemes, together with the rollout of a pilot stage of the harmonised scheme in Vang Vieng. About 43% of the province was covered under the *social health protection scheme*. All interventions are undertaken through the ILO's technical cooperation project on *national health insurance*, which is a USD 2 million Luxembourg-funded programme run in partnership with WHO. Through this project, the ILO set up a *National Health Insurance Agency*, which provides the institutional means to ensure that all reasonable safeguards and institutional provisions are in place to enable equal access to social protection –and particularly health insurance- for specific vulnerable and at-risk groups, particularly women, those with disabilities and those living with HIV and AIDS. In parallel, WHO engaged an international clinician consultant to design and provide capacity building on *health facilities quality assurance system.*

3) Resource mobilisation and delivery:

A total of $59.6 million was envisaged for Outcome 4 which is the about 19.4% of total resource required for the UNDAF Action Plan and the most resource-intensive outcome. Of this total 52.9% ($31.5 million) had been mobilised by 2012, leaving a resource gap of nearly 47.1% ($28.0 million) to be mobilised.

A breakdown of funding availability (core and non-core), expenditures/commitments and resource mobilization results for Outcome 4 in total, by agency and by output (if possible) is not available.

4) Recommendations – Outcome 4 and 6. Recommendations given in the Matrix in Chapter 5 as follows:

5.3 UNDAF monitoring and 5.3.4 Substantive results, where applicable;

5.9 Planning for the UNPF, and 5.9.4 Alignment with 8th NSEDP

4.1.5 Improved food security and nutrition

By 2015, vulnerable people are more food secured and have better nutrition

1) UN support and results summary. Outcome 5 envisaged 8 Outcome indicators, of which one had been achieved, one had not been achieved, and for which data was not available for six. Of the 24 Output indicators for the planned 7 Outputs, 10 had been achieved, 9 were on track, and data was not available for 5.

2) UN support results[70]: Food and nutrition security continues to be one of the most seriously off-track MDG targets for Laos PDR, hence the priority of the UN system given to addressing both the

[70] UN system support projects to be added in text or footnotes for ease of reference

symptoms and causes. Some of the key results achieved for each of the Outputs can be summarized as follows:

(i) <u>Addressing the immediate causes of malnutrition</u> (Output 5.1)

The key activities were to develop countrywide treatment protocol for acute malnutrition; distribute Ready-to-Use supplementary food to prevent chronic malnutrition in targeted areas; and vitamin A supplement to children 6 to 59 months.

WHO supported the development and implementation of *guidelines for inpatient management of acute malnutrition* and weekly iron supplementation of women of reproductive age. UNICEF's key role included technical and financial assistance for the *community based management of acute malnutrition,* including screening, referral and management, and nutrition and child feeding education. As part of this support, UNICEF provided *Ready-to-Use Food* for severely malnourished children, provision of micronutrients and nutrition education. WFP provided targeted *supplementary feeding* with rice-soya blend for moderately malnourished children under-five years of age and blanket supplementation with rice for pregnant and lactating women.

From 2011-13 – 2013 to the present the *free distribution of weekly iron folic acid supplements* to women reproductive age has seen its coverage increase from 13 districts within 3 southern provinces to 46 districts in 9 provinces, both in the South and the North. WHO provided technical and financial support to MOH & MOE on conducting *base line survey* in September 2013 *and End line survey* in November, 2014 for *pre- and post-anemia*. Most significantly, in parallel to UNDAF framework, WFP had carried out a *Food Fortification Industry, Market and Policy Assessment* in late 2012/early 2013, in order to inform on the possibilities of engaging in food fortification. In addition to that, WFP supported an inter-ministerial delegation to attend a "*Scaling Up Rice Fortification in Asia" workshop* in 2014.

(ii) <u>Address limited nutritional knowledge and poor care practices in rural communities</u> (Output 5.2)

The key activities were training of trainers through Laos Women's Union and civil society members on nutritional knowledge using the Infant Young Child Feeding (IYCF) guidelines and care practices for infants including six-month of exclusive breastfeeding and complementary food after six months.

Since 2012, WFP nutrition support has focused on *preventing stunting* in children under 2 years of age by focussing on the first 1000 days of life. *Supplementary feeding has been given to women* to improve their nutritional status and that of their infant while pregnant or lactating, as well as to children (6-23 months) to ensure they get essential macro and micronutrients; WFP outreaches all health Centres and villages in Luang Namtha, Oudomxay and Sekong provinces. In addition to supporting the enhancement of *school enrolling and retention,* WFP *School Meal programme* works to break the inter-generational cycle of under-nutrition by providing pre-primary (ages 3-5) and primary (ages 6-10) school children with a school meal, as well as by providing take-home rations for Informal boarders[71]. WFP also passes *nutrition-related messages* to improve students' knowledge and awareness of nutrition, health and hygiene practices. WFP's *Livelihood Initiative for Nutrition* programme targets adulthood and focuses its intervention in the area of food security, agriculture and rural development, including strengthening the communities' resilience capacity to external shocks. To this end, WFP is intervening with: Food-/Cash-Assistance-for-Assets (F/CFA) activities.

Together with the MOH, UNICEF led the development of comprehensive *Infant and Young Child Feeding (IYCF) programme* response including the development of the National IYCF Guidelines, a nation-wide communication plan on breastfeeding and complementary feeding, and a community-based programme promoting adequate IYCF/WASH practices. Dissemination of *community based nutrition education* has taken place in numerous villages through government and INGO partnerships.

[71] Informal boarders are students who live in unofficial dormitories at schools far from home.

UNICEF provided technical support to the MOH for *estimating medium-term budget needs (2014-2017)* and undertake *prospective mapping of external confirmed funding for essential nutrition commodities* (vaccines, deworming tables, micronutrients, ready-to-use therapeutic foods) and for outreach operating costs.

(iii) Cross-sectoral coordination mechanism for nutrition and to strengthen capacity in operations, coordination and policy development (Output 5.3)

The key activities have been to establish an inter-sectoral coordination mechanism for food security and nutrition; mapping nutrition and food security stakeholders; as well as strengthening nutrition monitoring and reporting mechanisms through lining with HMIS and surveillance systems.

Lao PDR had a *National Nutrition Strategy and Plan of Action (2010 – 2015*) which prioritized the immediate actions for 2015 as an effort to narrow the gap in attaining the nutrition and food security MDG. The approach previously applied to address nutrition has been recently revised. Rather than being seen as an issue belonging just to the health sector, it is now been recognized as an issue that needs the involvement of several different sectors and an integrated approach.

In line with *Scaling Up Nutrition* framework, UNICEF supported the secretariat of the National Nutrition Committee (NNC) and MOH to develop and cost scale-up plans for selected nutrition interventions focusing on 22 priority interventions (see Table 1). The programme has been scaled up to all 16 targeted districts in the three provinces of intervention, namely, Oudomxay, Luang Namtha and Sekong led by UNICEF, WHO and FAO.

A key component of this coordinated action was the review by the UN Chief Executives Board (CEB) in Washington DC in November 2015 of the MDG Accelerated Framework (MAF) initiatives of a number of countries. This included Lao PDR, and its joint programming initiative for "*Accelerating Progress Towards Improved Nutrition For Women And Children"* , for which a combined report and monitoring matrix were prepared. These constituted excellent examples of joint UN support and reporting, which should be replicated in other areas.

(iv) Improve household food security and market access for smallholder farmers (Outputs 5.4, 5.5, 5.6 and 5.7)

The key activities were to support the production of edible insects and indigenous foods and sustainable fisheries arrangements and aquaculture under local management; as well as small holder farmers provided with training on integrated pest management and better agricultural practices as well as linked to the market and procurement agencies.

While UNDAF was set up to support more strategic and long term goals of the government of Lao PDR, it was clear from a number of documents that the focus was on post-Ketsana recovery and the activities and indicators were a response under UNDAF. Two parts were articulated for FAO and IFAD role, that is (i) improved food security through alternative food chains as well as better farm practices; and (ii) restoration of livelihoods of the cyclone-affected fishery and aquaculture households.

Analysis conducted by WFP CFSVA[72] 2006/7 suggested that the main food group that differentiates households with acceptable food consumption from households with poor or borderline food consumption is animal protein, mostly wild fish and meats. Access to such food sources is therefore critical in ensuring acceptable food consumption. As a result, a book was published encompassing the accumulated knowledge from the UN support to Laos, entitled "*Edible insects in Lao PDR: Building on tradition to enhance food security*".

[72] Comprehensive Food Security & Vulnerability Analysis (CFSVA)

FAO and IFAD worked on several projects in strengthening the *capacity and resilience of smallholder farmer* to respond quickly to climatic disasters in the future and promote production of alternative sources of food project in Laos PDR. *Successful implementation of climate change adaptation measures for farmers in drought- prone and flood-prone provinces, capacity development through farmer field schools, and improving nutritional diversity at the community level through agro-biodiversity initiatives*. Additionally they also provided training on *pesticide risk reduction* for farmers, including the formulation of *Community Action Plans.* Training resource materials were revised and used in Training- of-Trainer sessions. Under the framework of an area-wide approach to *integrated pest-management*, a number of families in Vientiane Province participated in farmer field schools on techniques for control of fruit flies in jujube.

FAO had also contributed towards safeguarding the continuous and managed *access to viable wild animal populations (including edible insects, indigenous food, fisheries and aquaculture)* thus becomes a necessity in the food security sector. The Department of Livestock and Fisheries (DLF) has been supported in the formulation of a *Strategic Implementation Plan for the development of management of fisheries and aquaculture*, with a specific focus on provincial- level staff, and aligning the Plan to recent developments in Lao government policy promoting decentralization. The Plan includes investment opportunities and a framework for capacity development at the local level.

UNDP and FAO are supporting the government in updating the *National Agro-Biodiversity Programme,* and other partners will be consulted through the Sector Working Group to identify follow up actions. The Government, with support from UNDP/FAO, will promote sharing of experiences, good practices and lessons leant through the sector working group to stimulate discussion, guide policy-making, and scale up good practices to increase the conservation and use of agro-biodiversity for food and nutrition security.

Programmatic linkages will be further elaborated in 2015 through the provision of mechanisms to measure the contribution of *UXO clearance to food and nutrition security*. UNDP has been in dialogue with development partners and government to increase the recognition of this issue.

A radio programme on nutrition-related and food production practices has been broadcast through *four Community Radio Stations* since March 2015. UNDP Community Radio has partnered with UNICEF and IFAD to utilize their communications material broadcasting in three main ethnic languages, Lao loum, Hmong and Khmu. Additionally, on awareness raising, four videos on food production and conservation of agro-biodiversity have been developed to promote Non-timber forest products (NTFPs) production and conservation that is not costly for communities. These will be disseminated through Lao National TV.

The participating UN agencies assisted in preparing the *Multi-sectoral Food & Nutrition Security Action Plan,* in which a total of actions in the areas of Health (4), Nutrition & WASH (14), Education (4), Food & Agriculture (4) were identified. Additionally, Both FAO and IFAD supported the Ministry of Agriculture and Forestry in drafting the *Agriculture Development Strategy 2025 and Vision 2030* in achieving food and nutrition security. WHO, WFP and UNICEF had given support to MOH in its role of the *secretariat to the NNC* to develop a *National Nutrition Strategy beyond 2015* and to integrate nutrition into the health sector plans and budgets which are still pending approval. It establishes a framework to improve nutrition by 2020. Importantly, the policy commits the government, donors and investors to abide by the findings of environmental and social impact assessments, and to follow the law, particularly in the hydropower, mining and plantation sectors, to prevent adverse impacts on nutrition.

Sections C.2.6 and C.2.13 provide additional insights on the extent to which “the UN helped ensure that vulnerable people in Lao PDR are more food secure and have better nutrition” (Outcome 5)

3) <u>Resource mobilisation and delivery:</u>

A total of $58.0 million was envisaged for Outcome 5, or about 17.5% of total resource required for the UNDAF Action Plan. About 12.9% had been mobilised by 2012, leaving a resource gap of nearly 87.1% to be mobilised. Information on total resources mobilised and delivered, annually and to 2015 is not available. The shortfall in resources mobilised undoubtedly held back the progress made with some of the Outputs.

4) Recommendations – Outcome 4 and 6. Recommendations given in Chapter 5 as follows:

5.3 UNDAF monitoring and 5.3.4 Substantive results, where applicable;

5.9 Planning for the UNPF, and 5.9.4 Alignment with 8th NSEDP

4.1.6 HIV prevention, treatment and support

By 2015, key populations at higher risk of HIV infection benefit from increased coverage and quality of integrated prevention and treatment, care and support services.

Information on Outcome 6 HIV/AIDS is included in the joint Outcome Results Summary for Outcomes 4 and 6. (Annex 4.4)

4.1.7 Sustainable natural resources management

By 2015, the government ensures sustainable natural resources management through improved governance and community participation

This Outcome was not included in the Evaluation's Terms of Reference.

4.1.8 Mitigation of climate change and natural disaster vulnerabilities

By 2015, the government and communities better adapt to and mitigate climate change and reduce natural disaster vulnerabilities in priority sectors

This Outcome was not included in the Evaluation's Terms of Reference.

4.1.9 Reduced impact of unexploded ordnance

By 2015, national and local governments and communities have reduced the impact of unexploded ordnance on people in the Lao PDR

This Outcome was not included in the Evaluation's Terms of Reference.

4.1.10 Gender equality and participation of women

By 2015, people in the Lao PDR benefit from policies and programmes which more effectively promote gender equality and increased participation and representation of women in formal and informal decision making

1) Goals: The focus of Outcome 10 is to enhance the capacity of key institutions to plan, implement and monitor measures that address gender equality. The UNDAF committed the UN system to assist the GOL by delivering on three outputs under Outcome 10:

(i) Support institutions at central and sub-national level to enhance gender equality and follow up CEDAW recommendations, focusing on strengthening the national machinery for the advancement of women to fulfil its role to ensure gender mainstreaming in all sectors and monitoring of the implementation of the NSAW. The UN system will also work together to support the Government in raising awareness on gender issues, such as gender-based violence.

(ii) Develop the capacity of civil society organisations to advocate for and support implementation of gender responsive policies for improved accountability on gender equality and women's empowerment in line with CEDAW commitments.

(iii) Support individual and institutional capacities to allow women to better engage in decision-making and planning processes.

2) Joint programming arrangements: Of the above outputs only one involved more than one UN agency (output 10.1 on enhanced gender equality and follow-up on CEDAW included UNFPA and UN Women). The entire outcome, however, was perceived as cross-cutting and therefore all UN agencies were identified as having responsibility for delivery.

3) Planned resources: A total of $1.2 million was envisaged for Outcome 10, of which about 40% had been mobilised by 2012, leaving a resource gap of nearly 60% to be mobilised. The projected resources for Outcome 10 were extremely small, just 0.4 percent of total projected resources for the UNDAF. By 2015, UNFPA had utilized about $430,000 of a $520,000 donor-funded project budget, and committed an estimated $500,000 of core resources to ensure that work could continue on key initiatives including the VAW prevalence study. UN Women utilized $474,000 in project funds from 2014-15, and committed an additional $220,000 estimated core resources excluding regional office staff time. Further, agencies committed core resources beyond original projections in light of limited success with generating external funds.

4) Results achieved: The Indicator Monitoring Matrix (IMM) (Annex 6) shows that there were a total of 9 indicators tracked against the 3 outputs. Based on the available data, 3 had been achieved, 1 was on track, and 1 was not yet achieved. Data was not available for the remaining 4 indicators. However, this Matrix does not provide any analysis or rationale for these results, and further assessment is required. Indicator tracking against the Outcome is even more problematic because targets were never established for 50 percent of the indicators (4 out of 8), and most of the indicators have significant attribution issues, regardless of whether or not they were on track.

5) Management and coordination arrangements: Outcome Group 10 (OG10), co-chaired by UNFPA and UN Women, has met infrequently since 2012, and has thus not played an active role in the implementation and monitoring process. In 2015, OG10 was reconfigured, with membership made up of the gender focal points of UNFPA, UNW, UNICEF, IOM, IFAD, FAO, UNECO, UNV, WFP, UNIDO, WHO, and UNDP, with the Heads of Agencies of UNFPA and UN Women as joint chairs, and a first meeting in February 2015.

6) Monitoring and evaluation: The 2012 and 2014 Annual Reviews provided summary information of results achieved under Outcome 10. Achievements from reviews and from the UNDAF evaluation include:

(i) The second National Strategy for the Advancement of Women 2011-2015 was adopted in 2012 by the Government, and includes key priorities advocated by the UN based on the CEDAW.

(ii) The UN strengthened its work on Violence Against Women (VAW), including initiatives to revise VAW laws and develop specific legislation on domestic and gender based violence, drawing on Government commitment to implementing CEDAW. Specific activities on VAW included:

- Implementation of the first national prevalence study on VAW due to be finalized and disseminated in 2015 (WHO, UNFPA, UNW)
- Awareness raising among Government officials and the public on VAW including campaigns, workshops and seminars targeting *inter alia* students, the media and the justice sector (UNW, UNFPA)
- The GOL promulgated a new Law on Preventing and Combatting Violence against Women and Children in 2015, drawing on UN technical and financial support to ensure the law meets international standards.
- GOL pledged to eliminate violence against women and girls as part of Beijing +20 regional preparatory processes (2014).

(iii) Support to NCAW to build capacity through the development of a communications and advocacy strategy to help guide their advocacy activities (UNFPA)

(iv) Support to MOLSW to develop a road map and workplan including an M&E framework for Government institutions to develop a sex disaggregated knowledge base on data and labor migration (UN Women)

(v) Support to the LWU to host a regional consultative meeting on behalf of the ASEAN Committee on Women focused on issues affecting women and HIV transmission. The 2012 meeting brought together representatives from diverse sectors to find strategies for enhanced coordination at the regional and country level. The secretariat to support networks of women living with HIV was established in 2012 with the support of UN including training support for HIV positive women to mobilize other for advocacy and policy work related to the CEDAW.

(vi) Training for male and female members of Parliament, including members of the Women's Caucus, on the role of Parliamentarians for CEDAW implementation and oversight.

(vii) Support to GOL for CEDAW report preparation, enabling increased collaboration with stakeholders including CSOs.

While results against outputs were able to be tracked by project activities, broader scale results against indicators selected at the outcome level are difficult to link directly to UN contributions. Furthermore results documented against some outcome indicators are substantial when compared with the projected UN investments of $1.2 million over the five year UNDAF period. There remain issues of attribution for identified progress against outcome indicators as well as difficulties in capturing the extent to which mainstreamed gender issues in other outcome areas may have contributed to gender equality progress in Lao PDR over the UNDAF cycle.

7. Recommendations for follow-up: To address shortcomings noted, the Gender Scorecard (see chapter 5.6 and Annex 4.10 below) makes six recommendations to:

(i) Empower Interagency Gender Working Group;
(ii) Prioritize GM in Joint Programming Processes;
(iii) Develop UN Capacity to Foster GEWE;
(iv) Engender UNCT Monitoring & Evaluating Processes;
(v) Develop UNCT GRB Tracking Mechanism;
(vi) Improve Next UNDAF Design to Deliver GE Results:

4.2 Outcome achievement ratings

The ORS contains charts derived from the ratings given in the IMM, which provide a brief impression on the status of achievement of Outcome and Output indicators.

It is fully recognized that circumstances may have evolved since the drafting of the UNDAF which may mean that output, indicator and resource information may have changed. But this exercise should be useful for future Outcome and Output programming and monitoring for the 2015 and 2016 Annual Reviews. It should also enable OGs to learn lessons of experience in the design of Outcome and Output statements for the next UNPF and the implementation arrangements to be put in place to achieve them.

The ORSs are designed for the attention of Outcome Groups in order to enable them to reflect on their respective Outcomes, and to address the Lessons learned and Recommendations made, as appropriate.

Annex 5 Indicator Monitoring Matrix (IMM). The IMM reproduces in Excel format the information provided by Outcome Groups in completing the tables entitled "*Progress against Outcome and Output Indicators of the Lao PDR UNDAF Action Plan 2012 – 2016*". The IMM contains four columns in which suggested Ratings[73] are given, based on the responses given by each Outcome Group, and follow-up discussion. The **IMM** ratings show the following:

(i) Outcome level:

Fig. 4 below shows that the achievement of Outcome levels for all ten Outcomes was relatively promising for at least half the Outcome indicators, with 19 (27.9% achieved and 17 (25%) on track and only 13 (19.1%) not achieved. Those indicators where the information is not available should be followed up by the OGs, so that a full appraisal of Outcome level results can be carried out by the end of the UNDAF cycle. In some cases data will only be available in 2016 in the light of results of the Laos Social Indicator Survey.

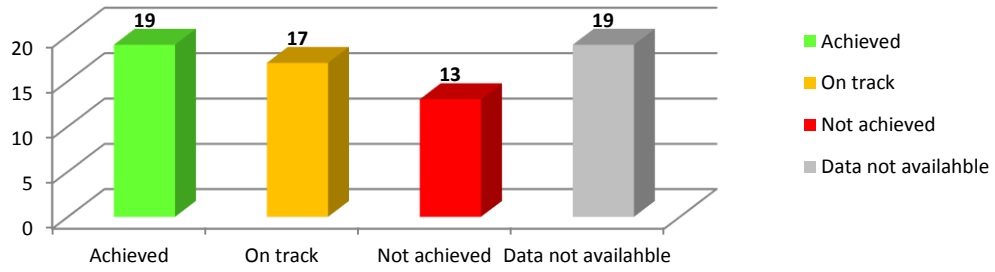


Figure 4: Achievement rate - All Outcome indicators

(ii) Output level

Fig. 6 shows the distribution of Outputs by Outcome

[73] Green for Indicators Achieved, Amber for those On-track, Red for those not achieved, and Grey for those in which information is not available.

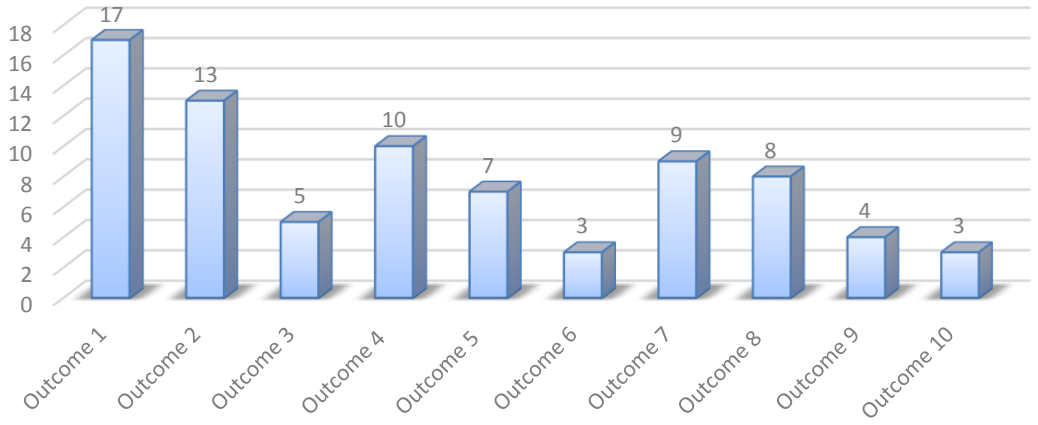


Figure 5: Numbers of Outputs by Outcome

The results at the Output level are likewise quite encouraging, with 68 (30.2%) of the indicators achieved, 85 (29.5%) on track, with 41 (14.2%) indicators not achieved. Those where data is not available (57 indicators or 19.8%) will likewise need to be followed up.

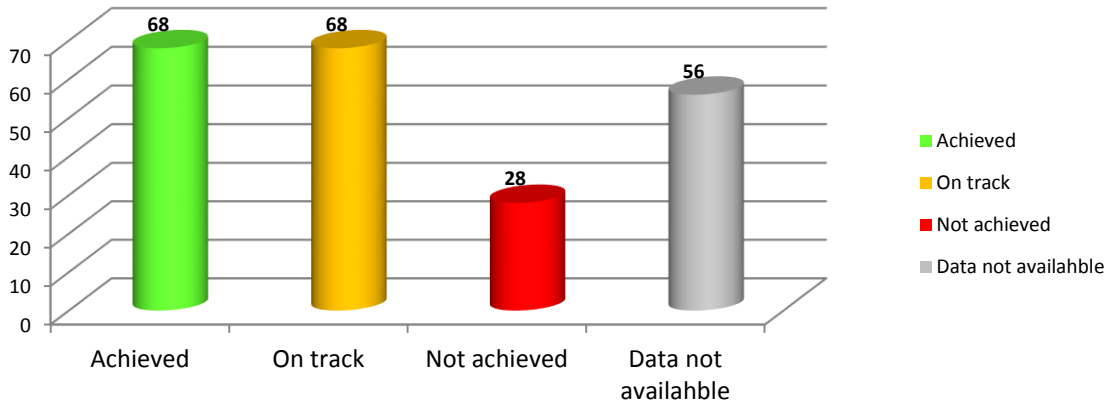


Figure 6: Performance ratings - All Outputs

4.3 Resources planned and mobilised

The UNDAF (p.33) envisaged resources to be mobilized as follows:[74]

4.3.1 UN agencies

No.	UN system agency	Total 2012-15	From core/regular resources	From non-core/extra resources	To be mobilised	Extra-budgetary resources mobilised (TBC)

[74] NB The UNDAF chapter IV Resources and Resource mobilization presented UN System Agency planned funding by agency and Joint Programmes, in a single table. This has been divided into two for ease of reference, although it is not clear whether joint programme figures are also included agency figures, thus creating the possibility of double counting

1	FAO	19,987,000	1,400,000	252,000	18,335,000	
2	IFAD	5,000,000	0	0	5,000,000	
3	ILO	4,090,000	1,040,000	0	3,050,000	
4	OHCHR	64,000	0	0	64,000	
5	UNAIDS	300,000	150,000	0	150,000	
6	UNCDF	15,400,000	2,943,982	1,634,490	10,821,528	
7	UNDP	65,908,430	10,971,580	16,789,215	38,147,635	
8	UNEP	1,500,000	1,000,000	500,000	0	
9	UNESCO	3,750,000	1,550,000	300,000	1,900,000	
10	UNFPA	21,300,000	7,800,000	4,000,000	9,500,000	
11	UN-Habitat	9,900,000	1,985,000	0	7,915,000	
12	UNIAP	90,000	20,000	0	70,000	
13	UNICEF	45,213,000	5,313,000	5,540,000	34,360,000	
14	UNICRI	2,100,000	0	0	2,100,000	
15	UNIDO	2,886,720	1,850,000	0	1,036,720	
16	UNODC	20,575,000	0	7,014,000	13,561,000	
17	UN Women	1,050,000	50,000	600,000	400,000	
18	WFP	68,944,000	0	12,808,000	56,136,000	
19	WHO	29,659,470	2,949,000	15,034,300	7,515,700	
	Sub-total	317,717,620	39,022,562	64,472,005	210,062,583	
	%	100.0	12.5	20.5	66.0	

Table 10: Resources planned and mobilized, UNDAF 2012 - 2016

As can be seen there is no information in the last column relating to “Resources mobilized”. This needs to be completed once financial data has been collected.

It has been stressed that the failure to mobilise all the planned resources has meant that some outputs and activities may not have been able to be implemented. This was particularly the case with FAO which has suffered from a shortage of 66% of resources compared with those planned.

Of particular concern is the absence of a financial monitoring system which enables regular tracking of all UN resources from all agencies, so that the tables below can be up-dated on a regular basis, and management can keep abreast of trends, shortfalls and needs.

The recent financial mapping exercise initiated by the RCO should help to address this concern, but for the future, it will be necessary to ensure that UNDAF financial records are up-dated annually, and that all agencies contribute information to a common template.

A recommendation to address this situation is made in chapter 5.3.7.

4.3.2 Joint programming arrangements[75]

Joint Programmes					
UN system agency	Total 2012-15	Core/regular resources	Non-core resources	To be mobilised	Resources mobilised[76]
Sustainable tourism (UNIDO, UNCTAD, ITC, ILO) (Output 1.2)	4,040,000	4,040,000	0	0	
Sustainable economic development (UNDP, UNEP) (output 1.4)	1,600,000	800,000	200,000	600,000	
Support to Nat. Assembly (SELNA21) (output 2.1)	2,435,000	435,000	375,000	1,625,000	
Implementation of Convention on Cluster Munitions (CCM) (Output 9.3	550,000	0	0	550,000	
Recovery from natural disasters (FAO, UNDP, UN-Habitat) (Output 8.1)	2,500,000	0	0	2,500,000	
Integrated community-based development in UXO-contaminated Bulapha pilot district (FAO, UN-HABITAT, UNEP, UNDP, UNESCO) (output 9.4)	2,266,000	0	0	2,266,000	
Sub-total	13,391,000	5,275,000	575,000	7,541,000	
%	100.0	39.4	4.3	56.3	
Grand Total	331,108,620	44,297,562	65,047,005	217,603,583	

[75] NB The Joint Programmes given in this table do not include all joint programme/joint programming arrangements, and should therefore be up-dated when information is available.

[76] Up-to-date delivery figures to be added.

%	100.0	15.0	19.5	65.5	

Source: Derived from Resources table on pages 33 and 34 in UNDAF AP

Table 11: Planned funding through Joint Programmes (Source: UNDAF Chapter IV, p. 33/34)

Annex 7 FMM contains a table of all the joint programmes or joint programming arrangements planned and carried out during the UNDAF period. This includes those JPs or JPAs which were both envisaged in the UNDAF and/or evolved during the UNDAF implementing period.

As under 4.2.1 above, close financial monitoring of all JPs and JPAs was not carried out on a systematic basis, with the result that it was not possible to estimate a clear proportion of resources which were used for joint programming purposes.

Information on resources delivered needs to be added when the information becomes available.

4.3.3 Resources by Outcome

UNDAF Outcomes	Total resources by Outcome	% resources mobilised	% of resources gap	% of total resources	Resources delivered (2012 - 2015)[77]	% of Total
OUTCOME 1: **Equitable and sustainable growth**	48,455,570	40.6	59.4	14.6		14.8
OUTCOME 2: **Public services, rights, and participation**	41,159,240	24.3	75.7	12.4		12.6
OUTCOME 3: **Equitable education and training**	45,829,000	29.5	70.5	13.8		14.0
OUTCOME 4: **Equitable health and social welfare services**	59,536,000	52.9	47.1	19.4		18.2
OUTCOME 5: **Improved food security and nutrition**	58,005,000	12.9	87.1	17.5		17.7
OUTCOME 6: **HIV prevention, treatment and support**	7,190,000	44.9	55.1	2.1		2.2
OUTCOME 7: **Sustainable natural resource management**	18,737,340	64.3	35.7	5.7		5.7
OUTCOME 8: **Mitigation of climate change and natural disaster vulnerabilities**	18,250,000	36.6	63.4	5.5		5.6
OUTCOME 9: **Reduced impact of unexploded ordnance**	28,586,000	16.5	83.5	8.6		8.7

[77] To be added when information becomes avalailable

OUTCOME 10: **Gender equality and participation of women**	1,200,000	41.7	58.3	0.4		0.4
Total	326,948,150			100		100.0

Table 12: Distribution of planned resources by Outcome

Table 12 above illustrates the distribution of planned resources by Outcome. In financial terms this shows a strong concentration of core resources in Outcomes 1, 4, 2 and7, but significant requirements for the mobilization of non-core resources in Outcomes 3, 5, 1 and 2. In addition, this table highlights proportionally small planned resources for Outcomes 6 and 10, garnering just 2.1 and 0.4 percent of total planned resources respectively.

Table 13 and Figure 7 below show similar information, in financial terms rather than in percentage terms. However, this exercise highlights the need for continuously up-dated financial information, and the shortcomings in UN capacity to fulfil this requirement during the first four years of the UNDAF. A recommendation is made to address this need in chapter 5.3.7.

UNDAF Outcomes	No. Outputs	Total (in $ '000)	Core/Regular (in $ '000)	Non-core/extra-mobilized/committed (in $ '000)	Non-core to be mobilised (in $ '000)
Outcome 1	17	49,110	12,829	7,498	28,783
Outcome 2	13	41,259	7,484	2,137	31,638
Outcome 3	5	46,029	3,270	10,300	32,459
Outcome 4	10	59,536	15,841	19,840	28,021
Outcome 5	7	58,005	1,454	6,012	50,539
Outcome 6	3	7,190	395	2,730	4,065
Outcome 7	9	18,737	4,100	7,952	6,685
Outcome 8	8	18,250	880	0	11,570
Outcome 9	4	28,585	1,720	3,001	23,864
Outcome 10	3	1,200	250	250	700
TOTAL ALL OUTCOMES	*79*	*327,901*	*48,223*	*59,720*	*218,324*

Table 13: Distribution of UN support by Outputs and planned funding (in $ '000)

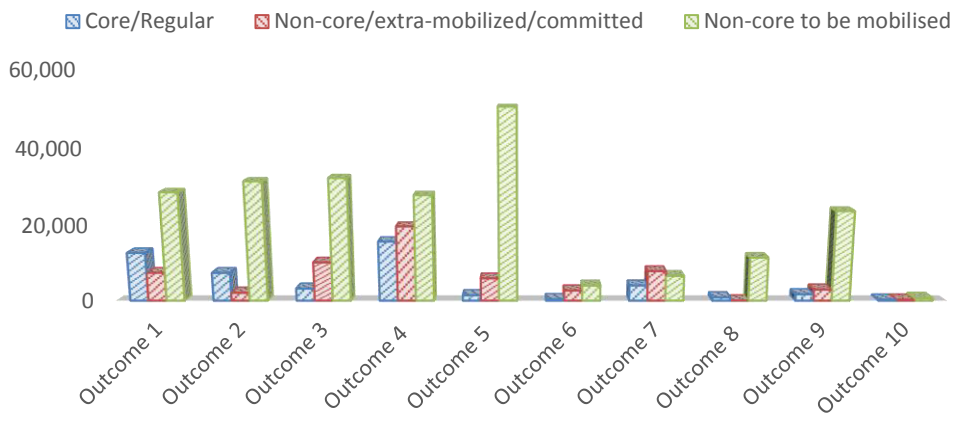


Figure 7: Distribution of planned resources: Core, non-core, to be mobilised ($ '000)

4.4 Stories worth telling

The Evaluation mission identified a number of areas of UN support which would appear to merit developing into "Stories worth telling". The following themes and Outputs could have public interest, although it is likely that additional areas and outputs can be identified, and should be confirmed by each Outcome Group, due to their familiarity with their project portfolios.

The preparation of such articles should be the responsibility of those nearest to the action. It is suggested that OGs, with the participating agency project officers, prepare articles of potential interest, on the basis of guidelines from the UN Communications Group. They should seek to illustrate results achieved both in the achievement of UNDAF Outcomes as well as Outputs, particularly in relation to joint UN support. These articles should be designed for distribution through the UN website as well as in printed form for use in the "One UN" publication, as well as for briefing materials for UN staff, development partners and government.

These might include, although not exclusively;

4.3.1 Equitable and sustainable growth

4.3.1.1 Access to financial services by low income households (Output 1.1) UNCDF, UNDP)

4.3.1.2 Sustainable tourism (Output 1.2) (UNIDO, ITC, ILO, UNCTAD)

4.3.1.3 Statistics for planning and policies (Output 1.3) (UNDP, UNFPA, UNICEF)

4.3.1.4 Replacing poppy cultivation by alternative development (Output 1.6)(UNODC)

4.3.1.5 Sustainable integrated farming systems (Output 1.9) (IFAD)

4.3.1.6 Aid effectiveness/Vientiane Declaration (Output 1.13), RT process (Output 1.14)(UNDP)

4.3.2 Improved governance for public services, human rights and democratic governance

4.3.2.1 National Assembly strategic support (Output 2.)(UNDP) and follow-up to joint programme with UNAIDS, UNFPA, UNICEF, UNODC, UN Women)

4.3.2.2 Public administration reform and district development (Output 2.2)(UNDP, UNCDF, UNICEF)

4.3.2.3 Legal Sector Master Plan (Output 2.4) (OHCHR, UNDP, UNICEF, UNICRI, UNODG, UN Women), including on penal reform.

4.3.2.4 The UPR and human rights in Lao PDR

4.3.3 Education and training for employment

4.3.3.1 Support to education management (Output 3.1) and at all levels (Outputs 3.2, 3.3, 3.4, 3.5) (UNICEF, UNESCO, WFP);

4.3.4 Health and social welfare systems

4.3.4.1 Maternal, neo-natal and child health (Output 4.5) (UNFPA, WHO, UNICEF, GAVI)

4.3.4.2 Sexual and reproductive health (Outputs 4.4 and 4.6) (UNFPA, WHO)

4.3.4.3 Drug control and prevention (Outputs 4.8, and 2.10) (UNODC, WHO)

4.3.5 Food security and nutrition

4.3.5.1 Food security and nutrition (Outputs 5.1; 5.2; 5.3) (FAO, IFAD, UNICEF, WHO, WFP, UNDP)

4.3.6 HIV/AIDS services

4.3.6.1 HIV/AIDS prevention and control (Outputs 6.1; 6.2; 6.3)(UNAIDS, WHO, UNICEF, UNFPA)

4.3.7 Sustainable natural resources management

4.3.7.1 Management of environmental and natural resources (Outputs 7.2; 7.3; 7.4) (FAO, UNDP/GEF, UNEP)

4.3.7.2 Sustainable tourism development (Output 7.7) (UNIDO, ILO, ITC, UNCTAD)

4.3.7.3 Environmental risk management – bio-safety, persistent organic pollutants,

4.3.8 Climate change mitigation and reduction of natural disaster vulnerabilities

4.3.8.1 Disaster risk reduction, preparedness and response (Outputs 8.1; 8.4; 8.6) (UNDP, UNOCHA, UN-Habitat, FAO, WFP)

4.3.8.2 Climate change mitigation and adaptation (Output 8.2; 8.3; 8.5; 8.6) (UNDP, UN-Habitat, FAO)

4.3.9 Reduction of impact of unexploded ordnance

4.3.9.1 UXO management for UXO clearance and risk education (Output9.1; 9.2; 9.3; 9.4)(UNDP)

4.3.10 Gender equality and participation of women

4.3.10.1 Implementation of CEDAW recommendations (Outputs 10.1; 10.2; 10.3)(UN Women, UNFPA, UNICEF, UNDP)

5. CONCLUSIONS, LESSONS LEARNED AND RECOMMENDATIONS

The Evaluation observed that a large number of practical measures could and should be taken in order to strengthen relevance, effectiveness, sustainability of the UNDAF through the application of suitable coordination and management mechanisms, and to ensure that adequate reporting measures are taken. These should be implemented as early as possible. On the one hand, this would enable corrective action to be taken with regards to the on-going UNDAF thereby strengthening its performance during its last year. On the other, it would provide an opportunity to test tools and establish the necessary mechanisms and good practices for the future UNPF.
The Evaluation Matrix below brings together the main Conclusions, Lessons learned and corresponding Recommendations arising from a review of the evaluation questions, and the perceived broader needs for the next phase.

Table 6 Evaluation Matrix of Conclusions, Lessons Learned and Recommendations.

5.1 UNDAF Design		
Conclusions	Lessons learned	Recommendations
5.1.1 UNDAF prioritization		
1) The 10 Outcome areas were appropriately derived from the 13 issues identified in the Country Analysis Report (2011). For management purposes and to facilitate the grouping together of coordinated support "packages" by UN agencies, It would have been more suitable to have a reduced number of areas, broken down into sub-outcomes, and for which effective Outcome Groups could provide support.	1) The need to have appropriate thematic areas and sub-areas, linked to NSEDP themes and priorities, and the corresponding national ministries/departments and Sector Working Groups (SWGs).	1) Prioritization for the next UNDAF (UNPF) should take into account the 8th NSEDP priorities and structure as well as the SDGs in order to ensure that UNDAF priorities are aligned and relevant to NSEDP and the SDG priorities. It should also be integrated into the NSEDP monitoring process (ref. C.1.1, Annex 10.7).
5.1.2 Narrative text		

UNDAF design was good and well presented, with relevant information, tables and charts. Chapter II Programme Actions and Implementation Strategies could have benefited from more specific identification of thematic clusters (sub-outcomes) in descriptions of each Outcome (p.14 – 24), together with the proposed agencies/project so as to increase accountability and facilitate monitoring. A similar format could be used for the UNPF, duly adapted to needs.	Links between output and outcome indicators are not always clear or consistent. Identification of agency support for sub-outcomes/clusters/projects would help to plan and monitor support to each one, as the text is presently too general and broad to be useful.	Thematic priorities need to be translated into outcomes and sub-outcomes, with clusters of outputs/projects contributing to them, with proposed agency support indicated.
5.1.3 Results Matrix		
The UNDAF Results Matrix identifies a total of 10 Outcome statements (64 Outcome indicators) and 79 Outputs (220 indicators) or a total of 288 indicators requiring evidence of achievement at the Outcome and Output levels, and monitoring by OGs and project management. The RM is a good, concise and effective summary of Outcomes and Outputs, their indicators, risks/assumptions, partners and indicative resources. But (i) Outcome indicators do not represent adequately all Output indicators, (ii) Output titles are not SMART, are too broad in many cases, and should be replaced by thematic/sub-thematic areas, with Outputs indicated in separate Implementation Document.	Indicators: The existence of two sets of indicators underlines the fact that both Outcomes and Outputs need to be linked and monitored simultaneously. Focusing only on the Outcome level, with indicators, which may not be closely linked to some of the outputs, would not give a full picture of actual UN support. With the adoption of a new "short" format for the UNPF document, focusing on strategic directions and outcomes, RM will need to identify appropriate indicators which can be monitored, and their linkages with Output indicators, possibly reflected in	1) OGs need to ensure that monitoring of both Outcome and Output indicators are linked to show the contribution of Outputs to the Outcomes. 2) To facilitate attribution and monitoring, it would be useful to add a column to indicate proposed or potential agency support in the form of an agency acronym and/or project/programme title. 3) In line with SOP recommendations, future UNPF Results Matrix should focus on Outcome level, with support documents at Output level, under a separate document ("Implementation Document"), see Annex 10.7.

	an "UNDAF Implementation document" (see Annex 10.7 on Planning for the next UNPF.	
Linkages between Output and Outcome indicators are not clear, due to the lack of a suitable numbering system (instead of bullet points)	The use of numbers instead of bullet points can be helpful for implementation and monitoring.	4) The Outcome indicators should be numbered and have linkages with the respective outputs. The relevant outputs should be indicated in brackets, for ease of monitoring.
The Indicative resources columns have no totals by Outcome, sub-outcome, Output or agency (particularly for joint programmes), which renders analysis of resource planning more difficult.	An additional column, entitled "UN agency support" would help to identify agency responsibility for the achievement of each output.	5) Financial totals should indicate agency earmarking through individual rows to facilitate the addition by agency for each Output (or in future "sub-outcome" or "thematic area" and Output). Totals by Outcome, sub-outcome/thematic area could be given at the bottom of each Outcome matrix.
Conclusions	Lessons learned	Recommendations
5.1.4 Outcomes design		
The narrative text in the UNDAF for each Outcome (pages 16 – 26) is useful, although sub-outcomes/sub-themes should be clearer and numbered to facilitate grouping of outputs.	The sometimes large numbers of outputs (e.g. 17 for Outcome 1), with unclear links between them, does not facilitate the clustering of inputs in a strategic way.	1) In order to facilitate the design and monitoring of a coherent UN system response, it is suggested that OGs prepare "Outcome Support Documents" (OSDs) which would include narrative text on relevant national/NSEDP priorities / outcomes / outputs for each UNDAF Outcome, UN support needs, a theory of change to articulate the changes anticipated, a "joint programming results matrix" (JPRM) (ref. SOP, page 15) or Outcome Results Matrix (ORM), budgetary framework, planned UN support (with agency specific annexes). This would provide the basis for the Joint Work Plans (JWP).

		2) Provision should be made for linkages between Outcomes to ensure sharing of information and coordination of activities between national and international partners.
5.1.5 Output design		
Linkages between Outputs and corresponding Outcome indicators are not always evident, particularly with Outcomes with multiple Outputs	Indicators may not be adequate to reflect achievement of output, or fully represent all those given in project documents.	1) It is suggested that the AWP (or Joint Work Plan) should be complemented by narrative in the form of a theory of change to articulate a rationale for support for each Outcome area by Outputs.
Absence of actual or planned project title makes it more difficult to attribute agency/project responsibility, and to monitor project results for each output.	Greater precision is required to enable attribution of responsibility by agencies to outputs and output indicators.	2) An additional column should be added to the RM to indicate planned or actual agency project/programme for each output.
Conclusions	Lessons learned	Recommendations
5.1.6 Programme and project design		
1) It would appear the most UN support is linked to specific national programmes included in the NSEDP or sectoral/sub-sectoral strategies (e.g. Governance and Public Administration Reform Programme (GPAR), Master Plan on Development of the Rule of Law) (MPDRL), National Nutrition Strategy (NNS), Strategy for Integrated Package of Maternal, Neonatal and Child Health Services, Anti-Corruption Strategy (ACS)). It therefore applies the Programme Approach modality whereby external support should be designed and coordinated in the context of an appropriate	The importance of UN agencies and partners providing complementary support to different components of national programmes is fully understood. But the challenge is to ensure that suitable mechanisms are in place to ensure adequate coordination and information-sharing.	1) Emphasis should continue to be placed on providing support to appropriate national programmes and strategies in as many substantive areas as possible. Where these do not exist, the UN should assist in formulating them.

national programme or strategy. Framework, either through joint programming or single agency support.		
2) About half the outputs (39 or 49.4%) envisaged joint programming arrangements with other UN agencies, while 40 outputs (50.6%) envisaged single agency support (ref table 2, C.2.5)	While joint programming should be encouraged as far as possible, so as to facilitate inputs of all relevant UN agencies to support components of national programmes, numerous agencies provide single agency support to specific outputs within the UNDAF, as well as to others which may not be included in the UNDAF.	2) Pragmatic approaches should be applied in formulating support to national programmes, either through multi-agency or single agencies. In both cases, appropriate coordination arrangements should be put in place to ensure UN agencies are able to contribute according to their comparative advantages.
Conclusions	Lessons learned	Recommendations
5.1.7 Alignment with 8th NSEDP[78]		
The recommendations relevant to all outcomes	The need to ensure that UNDAF Outcomes and Outputs are directly linked with the corresponding NSEDP Outcomes and Outputs, so as to facilitate alignment, monitoring and evaluation by both Government and the UN	1. Ensure that national programmes, programmes of actions or strategies are in place, or will be formulated for each of these sub-outcomes/thematic areas. 2. Ensure that UN support is clustered and coordinated in support of appropriate national programmes or strategies. 3. Ensure that at all times, monitoring of UN support is carried out in relation to both 8th NSEDP and UNPF indicators. 4. Ensure that UNPF Outcomes and Outputs are "SMART"[79]

[78] NB as a transition measure during the remaining period of the UNDAF, UNDAF Outcomes and Outputs should be linked to correspond ding 8th NSEDP Outcomes and Outputs. Subsequently, reformulated Outcomes and sub-outcomes/thematic areas should be included in the UNPF which are in alignment with 8th NSEDP ones (See Annex 1.5, Appendix 1 and 2)

[79] Specific, Measurable, Achievable, Relevant or Resource-based, and Time-bound (SMART)

Outcome 1 Equitable and sustainable growth Ref. Chapter 4.1 Substantive results		5. As part of the UNPF formulation process, break down UNDAF Outcome 1 and include relevant UNDAF Outputs for which future UN support is envisaged into sub-outcomes to support national programmes to promote the Outputs given in the 8th NSEDP (see Table 4.1.2) below, as follows: a) Support to sustained inclusive economic growth made up of sub-outcomes or thematic areas where the UN system has a comparative advantage, for instance: 1) Micro-credit (1.1), 2) Food security and agricultural production (5.3); 3) Industrial production, including tourism (1.2); 4) Small and medium scale enterprises (SME) (1.16); 5) Trade (1.2) and possibly others, and b) Macro-economic stability, so as to provide an opportunity for WB and IMF inputs to be reflected in the UNPF (1.4). c) Integrated development planning and budgeting, with reference to the management and monitoring of Official Development Assistance (ODA) (1.3), and Planning and budgeting, particularly 8th NSEDP monitoring, and socio-economic statistics development and analysis (1.5); d) Balanced regional and local development, including urban development (1.11) e) Employment promotion through improved public/private labour force capacity, through labour market information (1.9) f) Strengthening of local entrepreneurs in domestic and global markets (1.16) g) Regional and international cooperation

		6. Identify sub-outcomes or thematic areas for which national programmes or strategies exist, or should be prepared;
Outcome 2 Public services, rights and participation	The need to ensure that UNDAF Outcomes and Outputs are directly linked with the corresponding NSEDP Outcomes and Outputs, so as to facilitate alignment, monitoring and evaluation by both Government and the UN.	For the next UNPF, 7. Break down UNDAF Outcome 2 into a series of clear sub-outcomes or thematic areas, based on 8th NSEDP Cross-Cutting (CC) Outcomes and Outputs. These have been adapted as follows: a) Promotion and protection of human rights (CC1)[80], with particular reference to the monitoring of the UPR Recommendations (1.1); support to the implementation of UPR recommendations (1.2); b) The promotion of gender equality and women's empowerment and of different population groups (cc.2) (women, youth, children, the disabled, etc.); c) Enhance effectiveness of public governance and administration (CC. 3), in relation to 1) Public personnel management (3.1), 2) Judiciary and the rule of law (3.2); the legislature (3.3); Public administration reform (3.4).
Conclusions	Lessons learned	Recommendations
Outcome 3 Equitable education and training	The need to ensure that UNDAF Outcomes and Outputs are directly linked with the corresponding NSEDP Outcomes and Outputs, so as to facilitate alignment, monitoring and evaluation by both Government and the UN	8. Outcome 2 Enhancement of human development in Table in 4.1.2 below on "Potential thematic areas for UN support in relation to 8th NSEDP Outcomes and Outputs and SDGs", gives an eventual thematic breakdown, which could be developed further according to the substantive areas to receive UN support. These include the following substantive areas:

[80] NB Human rights are not specifically included in the 8th NSEDP. The cross-cutting areas for proposed UN support have therefor been adjusted as above.

		a) Living standards enhancement and poverty reduction (key areas of focus to be clarified), while ensuring that a distinction is made between food security and nutrition, and whether they should be classified under Outcome 1.1 Sustained inclusive economic growth (1.1.3 – 1.1.5), Outcome 2.2 Food security and malnutrition reduction (2.2.1 to 2.2.4), and Outcome 2.4 Health and nutrition (2.4.2); b) Access to high quality education, broken down in terms of Education policy, planning, monitoring and management (2.3.1); Pre- and primary education (Basic) (2.3.2); Secondary education (2.3.3), Higher education (2.3.4) and Tertiary education (TVET) (2.3.5).
Conclusions	Lessons learned	Recommendations
Outcome 4 Equitable health and social welfare services		9. Future support to the health and social welfare sectors should be clustered to focus on support to national programmes and strategies included in the 8th NSEDP and the Health Sector Plan. These could be grouped as follows (see table in 4.1.2): Health services policy, planning, monitoring and management (2.4.1); Maternal and child health (to include, vaccination, nutrition) (2.4.2) Sexual and reproductive health (2.4.3) Communicable diseases (to include HIV/AIDS, drug-related illnesses) (2.4.4) Non-communicable diseases (2.4.5) Social welfare and protection services (2.5)

		10. See additional recommendations in Annex 4.4, from the ORS. a) Define service delivery for comprehensive package of integrated preventive and curative maternal care interventions at community, primary and tertiary care health levels; b) Put in place quality assurance mechanisms for health workers' capacity development and service delivery specifically at facility implementation. c) Conduct social assessment of the ability of different population groups to access and take-up health services; d) Support extension of the reproductive health curriculum in the school education and explore alternative forms of outreach responding to the need of remote communities; e) Seek opportunities for more dialogue on understanding the impact of ASEAN Economic Community on migration and urbanization and their effects on health.
Outcome 5 Improved food security and nutrition		11. Despite the fact that UN support to combatting malnutrition is included under Outcome 5, and that the Ministry of Health is the main national partner, it is recommended that in the UNPF a clearer demarcation is given between "food security", based on production, and thus an economic sector, and "nutrition" based on health, and thus a social sector. 12. Under this logic, the productive aspects of food production would be included under Outcome 1 Sustained inclusive economic growth, and the health aspects of nutrition would be included under Outcome 2 "Enhancement of human development" (However, further clarification may be required since the 8th

		NSEDP includes Nutrition under Outcome 2.2 Food security ensured and incidence of malnutrition reduced (2.2.1, 2.2.2, 2.2.3, 2.2.4) as well as under 2.4.2 Health and Nutrition. Recommendations given in Annex 4.5. The following recommendations are made to the UNCT and OG 5 to accelerate "reduce hunger by half" in addition to existing investment in government's capacity and system strengthening: a) Development of an effective national strategy for agricultural diversification and market development. There is a need to integrate relevant policies and strategies of the various ministries which will also address programmatic linkages with climate change and resettlement. b) Promote sharing of experiences and lessons learned to stimulate discussion, guide policy-making, and scale up good practices to increase the points of integration and beyond traditional responses for food and nutrition security. c) Because of decentralization and strength of provincial governors, regional interests also have to be represented and consulted in terms of ensuring buy in of interventions targeting to address nutrition and food security issues. d) Lead and support dialogue and policy to address chronic disadvantages among ethnic groups as well as sensitive issues relating to resettlement which should include provincial governors, DPs, civil societies as well as non-governmental organizations specifically to create stronger linkages and strengthen the quality of service delivery in remote communities.

		e) Build a multi-sectoral monitoring system to complement the action plan ensuring a cohesive accountability mechanism between the governments. For a start, tracking total spending on the 22 key interventions to address stunting would allow better understanding if the problem is lack of funding, or a need to spend money differently. f) Support extension of the nutrition and hygiene curriculum in the school education and explore alternative forms of outreach responding to the need of remote communities and to ensure that initiatives to strengthen nutrition-related and food production practices are promoted through radio, TV, social media or peer educators.
Outcome 6 HIV/AIDS prevention, treatment and support		To include under health, with links to other sectors as appropriate
Outcome 7 Sustainable natural resource management		Outcomes 7 and 8 to be reviewed and restructured according to 8th NSEDP priorities (see Annex 10.5 Appendices 1 and 2
Outcome 8 Mitigation of climate change and natural disaster vulnerabilities		Natural disaster management to be separated, possibly to include UXOs.
Outcome 9 Reduced impact of unexploded ordnance		Consider including to Disaster risk reduction and not under Governance.
Outcome 10 Gender equality and participation of women		To be linked to Cross-cutting (CC) and human rights (see Annex 5, Appendices 1 and 2)
Conclusions	Lessons learned	Recommendations

5.1.8 UNDAF documentation		
At the present time, the main UNDAF documentation consists of: (i) Country Analysis; (ii) UNDAF Action Plan, (iii) Results Matrix; (iv) Annual Work Plan (AWP) and (v) Outcome Reviews. Experience has shown that UNDAF AWPs have rarely been prepared, and Outcome Reviews are of mixed quality, if they exist at all, with negative consequences on Outcome planning and monitoring. Remedial action to address these shortcomings is required both to enforce compliance with existing requirements (re. AWPs and Annual Outcome Reviews), either through enhanced support to implement compliance, or to provide new tools.	There may be a need for a "link" document which brings together information given in the Results Matrix with the AWP and Monitoring Reports. This could be addressed by either enhanced support to apply existing tools, or to formulate Outcome-specific "Outcome Support Documents" (OSD) which could assist OGs in the design, planning and management of UN support at the Outcome and sub-outcome levels.	It is recommended that OG's review the possible need for Outcome-based documents to bring together all UN support within a particular Outcome or sub-outcome area (an "Outcome Support Document" as a framework for agency support approved under agency-specific project documents. "OSDs" would be a strategic thematic document for planning and monitoring purposes to link together a theory of change, the UNDAF text on each Outcome, the Results Matrix and provide additional information on the rationale between NSEDP priorities, outcomes/ outputs, indicators, UN and partner support, etc.
5.1.9 Links with UN agency country programmes		
Most UN agency CPs referred to the UNDAF framework, but give most priority to agency-specific projects in their own CP documents and mandates.	Mechanisms are required to ensure that UN agencies give more than "lip service" to UNDAF matters, while recognizing that agency mandates require them to give first loyalty to corporate responsibilities rather than UNDAF ones.	1) Agency-specific Annexes should be attached to the UNDAF Strategic Document and the suggested UNDAF Implementation Document in order to indicate UN agency contributions to UNDAF Outcomes and Outputs, and to facilitate monitoring of Agency roles in the UNDAF process.
5.2 UNDAF implementation		

5.2.1 Joint programming and/or single agency support		
The evaluation noted (ref IMM) that support to UNDAF implementation was envisaged almost equally between joint programming arrangements (formal "joint programmes" and multi-agency joint programming arrangements) (37 outputs or 48.1%) and single agency support (42 outputs or 51.9%). But no formal list indicating the number and variety of such joint or single arrangements was available.	The need for monitoring of the types of implementation arrangements (joint or single), and corresponding transaction costs and benefits, particularly since one of the purposes of the UNDAF is to promote joint and coordinated support. The need to ensure that outputs with single agency support are linked as far as possible to other outputs in the same Outcome or sub-outcome.	1) The RCO and OGs should maintain lists of joint and single agency support, and monitor their respective contributions, benefits and transaction costs in support of national programmes. 2) The use of the term "joint programming" as opposed to "joint programmes" should be encouraged. In this respect the term "UN joint programmes" programmes should be avoided and phased out to avoid confusion. As in reality, programmes should be "government programmes (i.e. not "joint") and not "UN programmes". This would reflect coordinated or joint UN support to a national programme or strategy rather than a "joint UN programme".
5.2.2 Work planning		
Annual Work Plans (AWPs) for UNDAF as a whole and for individual Outcomes have not been prepared.	Absence of AWPs deprives OGs of essential tool for planning and monitoring.	1) Joint Work Plans should be prepared by OGs for each Outcome (one or two year rolling plan), ref. SOP document, August 2014 (p.15) 2) According to the SOP, JWPs should be signed by Government, wherever possible, and linked to OSDs. Agency-specific WPs linked to JWPs should be included as annexes, if necessary.
Conclusions	**Lessons learned**	**Recommendations**
5.2.3 Enabling factors and bottlenecks		

Re. 3.B.4 Information on enabling factors and bottlenecks experienced in UNDAF implementation in each of the Outcomes and Outputs was not easily available, thus making it more difficult to learn lessons of experience.	In order to better understand the factors behind UNCT/UNDAF contributions, it is necessary to have records of enabling factors and bottlenecks, so that corrective action can be taken by management, as required.	1) Future UNDAF Annual Reviews (UN Country Results Reports) should include information on the factors that have affected the UNCT's contribution and performance and explaining the enabling factors and bottlenecks in connection with the "Challenges and lessons learned" section of Outcome reviews.
5.2.4 Delivery of inputs		
Information on project support, including budgets, was not provided to evaluation team. Thus it was difficult to establish roles and responsibilities of agencies with respect to the delivery of inputs, and thus of outputs.	Absence of consolidated information on agency support to work plan implementation prevents a full understanding of UN agency contributions.	1) JWPs should identify project and agency support, with funding, in relation to planned activities.
5.3 UNDAF monitoring[81]		
5.3.1 Outcome level		
The UNDAF reports received (2012 and 2014 Annual Reviews) and the only OG Annual Reports received (for OG 2) did not systematically report on achievement of the Outcome indicators given in the RM. Instead, broad descriptions were given of selected areas "Progress toward outcome" without referring to the Outcome Indicators given in the UNDAF RM, or of the corresponding	There is a need for a more rigorous monitoring system whereby OGs report systematically on achievement of results in relation to both UNDAF and NSEDP Outcome and Output indicators, with analysis of results achieved and planned. This should be based on the Results Matrix included in the proposed	1) OGs should work with project managers, DPs, and relevant SWGs to prepare Outcome-specific reports on an annual basis (or semi-annual if necessary). 2) The proposed "Outcome Results Reports" (ORRs), which would be the equivalent of the Results Group Reports (RGR) described in the SOP (p.16) would then be consolidated into a "UN Country Results Report" (ref Annex 11.2 and SOP, page 16) and used to

[81] Relevant to A.1 Analysis of results for future programming

Outputs and indicators. Thus assessing the full extent of achievement was not possible. (Ref 3.B.5, and 3.C.1.2)	OSDs, as well as JWPs. Such rigor will then provide a stronger basis for monitoring. The need for UNDG Guidelines for UNDAF reporting to be applied for both UNDAF Annual Reviews and a UNDAF Progress Report, and adapt them to Lao PDR context and needs, so as to strengthen UNCT and OG accountability.	report to the UNPF Monitoring Board and Steering Committee and other stakeholders. 3) OGs are recommended to maintain the Indicator Monitoring Matrix (IMM) (Excel-based) for their Outcome, through the provision of appropriate traffic light ratings for each indicator, which would then be consolidated by the RCO into a common IMM covering all Outcomes, on an annual basis. 4) In order to be able assess overall UN contribution and performance, in future monitoring and evaluation exercises, appropriate indicators and criteria (substantive, operational, financial/delivery, etc.) should be established and monitored by OGs and reported upon in future "Outcome Results Reports" and Country Results Reports (ref. 3.B.6 and 3.C.2.1); 5) The M&E WG should work with the RCO and OGs to devise a common monitoring template for all Outcome reporting, based on the Results Matrix and relevant Indicators. This would capture information on results achieved at Outcome and Output level, factors contributing to realization or non-realization, satisfaction of relevance, effectiveness, sustainability and efficiency criteria, including on modalities (joint/single agency programming), resources mobilized/delivered, role of UN agencies/DPs, unintended results, etc. (Ref. 3.C.2.2, 3.C.2.3, C.C.2.4) 6) Future UNDAF Annual Reviews should use the UNDG Guidelines[82], and include annexes to fully document Outcomes and Output results vis-a-vis indicators, partnerships and resource mobilization and delivery.

[82] UNDP Standard Operational forma and Guidance for Reporting Progress on the UNDAF (January 2010)

		7) An UNDAF Progress Report should be prepared in 2015 to cover results during the UNDAF period to date, using the UNDG Guidelines (Ref. 3.B.3). 8) M&E WG members should be assigned to each OG and assist in preparation of UNDAF Annual Reviews and Progress Report.
Conclusions	**Lessons learned**	**Recommendations**
5.3.2 Output level		
Despite the fact that outputs were identified for each outcome, they do not appear to have been systematically monitored and their results reported in relation to indicators and Outcomes. The UNDAF AP Annual Review Report (2012) mentions some output numbers in its narrative under Part I Overall progress towards expected outcomes, but this could benefit from clearer breakdown of information by output.	Progress reports need to describe more systematically the extent to which indicators have been achieved, including with an appropriate traffic light rating system.	1) Outcome Review Reports (ORR**)** need to ensure that reporting on individual outputs is also reflected (ref. also 5.3.1, 5) above re Outcomes.
5.3.3 Satisfaction of evaluation criteria		
The evaluation had a mixture of experiences in satisfying of the three evaluation criteria of: (i) Relevance – A high level of relevance was noted. (ref. 2.1 Relevance and coordination). A "relevance assessment" was feasible due to the well documented links with national priorities (NSEDP), MDGs, international conventions, given in the UNDAF document.	The need to ensure: (i) that comprehensive UNDAF annual reviews at both the Outcome and Output level are carried out; (ii) that they address the three evaluation criteria of relevance, effectiveness and sustainability on which evaluations will subsequently need answers;	1) Indicators on evaluation criteria for relevance, effectiveness, efficiency, sustainability and impact should be included in project documentation and the UNDAF Results Matrix; 2) The RCO, M&E WG, and OGs should ensure that (i) information is readily available to respond to criteria to be addressed, particularly in the form of OG and project reports and evaluations; (ii) they are realistic in terms of time and priority; 3) The M&E WG should assist OGs and agencies in ensuring that monitoring is carried out systematically on a continuous basis, for

(ii) Effectiveness – The ratings given in the IMM on the basis of OG responses in the Word document "Progress against Outcome and Output Indicators of the Lao PDR UNDAF Action Plan 2012 – 2016" are relatively encouraging. The following indicator achievement ratings are provided in the IMM and in chapter 4.1: Outcome indicators – 26.9% achieved, 29.9% on track, 14.9% not achieved and for which 28.4% information is not yet available; Output indicators - 31.8% achieved, 31.4% on track, 11.4% not achieved and for which 25.5% information is not available. (iii) Sustainability Considerable difficulty was experienced in assessing the concept of "sustainability" due to (i) the sheer scope of the task (covering 5 Outcomes which necessarily requires a review of their 52 Outputs) (ii) the lack of monitoring information which could give precise information to imprecise questions on "the extent to which" and (iii) the lack of indicators which can provide adequate answers to the questions raised.	(iii) that UNDAF Results Matrices also include indicators on these three criteria, as a basis for assessment; (iv) OGs function throughout the entire UNDAF period (and not just from 2014); (v) OG leaders, the M&E WG and the RCO take responsibility for ensuring that adequate reporting information is available, both substantive and financial. (vi) The need for the three evaluation criteria be "SMART" as well as feasible in the time and with the information resources available (vi) Ensuring that future programme and project design include evaluation criteria and indicators relating to relevance, effectiveness and sustainability.	all UNDAF Outcomes and Outputs during the duration of the UNDAF. 4) OG chairs should take full responsibility for ensuring that OGs function according to their terms of reference and work plans, and provide adequate monitoring information for their respective outcome areas, and on the resources involved. 5) OGs and their M&E WG members should monitor the IMM and up-date it as required through the inclusion of additional relevant information. They should also providing comment and analysis on what needs to be done to improve achievement levels to higher levels before the end of the UNDAF, i.e. by lowering "on-track" and "information not available" ratings; 6) OGs should request the relevant programme managers to provide answers to the Effectiveness and Sustainability questions where the evaluation has been unable to address them satisfactorily.
Conclusions	**Lessons learned**	**Recommendations**
5.3.4.A Substantive results		

The UN system undoubtedly assisted in achieving numerous substantive results in all the ten Outcome areas. Some of these are reflected in the ORSs in Annex 5 and in chapter 4.1. But the summary information given in the two UNDAF Annual Reviews carried out (2012 and 2014) is brief and very selective and only covered certain areas. It did not systematically address results achieved in relation to either Outcome or Output indicators, or refer to them by number. Although these annual reviews are useful for summary information purposes, they are not considered comprehensive enough to gain a full picture of UN support, by Outcomes and the contribution to them by all Outputs. The Evaluation attempted to review as many agency and project related evaluations as possible, some of which are included in Annex 2 Documents consulted. An assessment of overall UN support in each Outcome area is provided in the ORSs in Annex 5 and summarized in Chapter 4, but these are incomplete and need to be amplified and up-dated by OGs.	The need for adequate monitoring and reporting at the Outcome and Output levels; The need for properly functioning and managed OGs to prepare Outcome reports and analyses, with support from the M&E WG, The early need for SOP Monitoring, Reporting and Evaluation requirements (SOP, pages 15 and 16), and UNDG Standard Reporting Procedures to be applied. UNDAF monitoring quality would have been greatly enhanced If the principles behind if these requirements had been applied from 2012.	1) The RCO and the M&E WG should ensure that SOP and UNDG reporting requirements are applied as early as possible, namely: a) "The Outcome Groups (OGs)/ Results Groups (RGs) should undertake active monitoring and regularly adapt their plans to address identified development bottlenecks and focus on the most critical issues in order to contribute to national development results in the most effective way. Reporting will focus on progress in overcoming development bottlenecks (annually or more frequently) as well as outputs and outcomes. b) The UNCT member (OG chair) leading the OGs (RGs) should report results at two levels: (a) contribution to development progress for results at the outcome level; (b) attribution, i.e. individual accountability of each agency towards activities/outputs carried out through monitoring of the output-level results spelled out in annual joint work plans (JWPs)" (ref. suggested "Outcome Results Report"(ORR) (Annex 9.4) c) The respective RGs (OGs) will contribute to an annual UN Country Results Report (covering programming, financial, operations and communications; 2) In the course of preparing ORRs and UNDAF Progress Reports, OGs should amplify the information given in the ORSs in Annex 4 in order to include further analysis of effectiveness and sustainability questions relating to Outcomes 1 to 5, according to criteria and indicators provided by the M&E WG (Ref. 3.C.2.9, 3.C.3.1 and 3.C.3.6 (Outcome 1) Equitable economic impact analysis; 3.C.2.10, 3.C.3.1, 3.C.3.7 (Outcome 2) Beneficiaries analysis;

		3.C.3.11, 3.C.3.1, and 3.C.3.8 (Outcome 3) Education and employment study 3.C.3.12, 3.C.3.1 and 3.C.3.9 Equitable health impact analysis (Outcome 4) 3.C.3.13, 3.C.3.1 and 3.C.3.10 Food security and nutrition (Outcome 5) and ORSs in Annex 4.1 to 4.10).
5.3.4.B Outcome-related substantive recommendations		
Outcome 3 Equitable education and training	The need to ensure that UNDAF Outcomes and Outputs are directly linked with the corresponding NSEDP Outcomes and Outputs, so as to facilitate alignment, monitoring and evaluation by both Government and the UN	Ref. ORS, Outcome 3 (Annex 4.3) The following recommendations are made to the UNCT/OG3 to accelerate "universal primary schooling" in addition to existing investment in government's capacity and system strengthening: 1) Promote the teaching profession among the young through media and education program. Changing the mind-set of young people with good academic results to engage into teaching; 2) Promote and facilitate entrepreneurship and other industry-related skills development as part of school curriculum starting from primary education; and extend the provision to reach the out-of-school youth and disabled. The use of sports is a possible modality; 3) Conduct social assessment of the ability of different population groups to access and take-up education which include participatory stakeholders' consultations and contextual assessment to develop and design a theory of change to guide UN agencies to work together; 4) Create dialogue opportunities on understanding the impact of ASEAN Economic Community on domestic and international migration and urbanization and their effects on education and

		employment. Meeting the demand for skills will depend on improving education and training.
Outcome 4 Equitable health and social welfare services		<u>See Recommendations in Annex 4.4.</u> 1) Define service delivery for comprehensive package of integrated preventive and curative maternal care interventions at community, primary and tertiary care health levels; 2) Put in place quality assurance mechanisms for health workers' capacity development and service delivery specifically at facility implementation. 3) Conduct social assessment of the ability of different population groups to access and take-up health services; 4) Support extension of the reproductive health curriculum in the school education and explore alternative forms of outreach responding to the need of remote communities; 5) Seek opportunities for more dialogue on understanding the impact of ASEAN Economic Community on migration and urbanization and their effects on health.
Outcome 5 Improved food security and nutrition		<u>Ref. ORS for Outcome 5 (Annex 4.5)</u> The following recommendations are made to the UNCT and OG 5 to accelerate "reduce hunger by half" in addition to existing investment in government's capacity and system strengthening: 1) Development of an effective national strategy for agricultural diversification and market development. There is a need to integrate relevant policies and strategies of the various ministries which will also address programmatic linkages with climate change and resettlement.

		2) Promote sharing of experiences and lessons learned to stimulate discussion, guide policy-making, and scale up good practices to increase the points of integration and beyond traditional responses for food and nutrition security. 3) Because of decentralization and strength of provincial governors, regional interests also have to be represented and consulted in terms of ensuring buy in of interventions targeting to address nutrition and food security issues. 4) Lead and support dialogue and policy to address chronic disadvantages among ethnic groups as well as sensitive issues relating to resettlement which should include provincial governors, DPs, civil societies as well as non-governmental organizations specifically to create stronger linkages and strengthen the quality of service delivery in remote communities. 5) Build a multi-sectoral monitoring system to complement the action plan ensuring a cohesive accountability mechanism between the governments. For a start, tracking total spending on the 22 key interventions to address stunting would allow better understanding if the problem is lack of funding, or a need to spend money differently. 6) Support extension of the nutrition and hygiene curriculum in the school education and explore alternative forms of outreach responding to the need of remote communities and to ensure that initiatives to strengthen nutrition-related and food production practices are promoted through radio, TV, social media or peer educators.
Outcome 6 HIV/AIDS prevention, treatment and support		See ORS 4.1.4 and 6 and Annex 4.4 & 6.

Outcome 10 Gender equality and participation of women		See 4.1.10 and Annex 4.10 and Annex 5
Conclusions	**Lessons learned**	**Recommendations**
5.3.5 Contribution to national priorities and development results		
Ref 3.B.3. The evaluation had difficulty assessing the contribution of the UN system to national development results, as envisaged in the 7th NSEDP, due to the absence of monitoring information highlighting the impact of results achieved with UN support on the Outcomes, Outputs and Indicators given in the 7th NSEDP.	The need to provide both the government and UN stakeholders of information of the impact and contribution of UN resources (in both substantive and financial terms) on selected NSEDP Outcomes, Outputs and Indicators, as given in this Plan. The need to design the UNDAF (and next UNPF) in such a way that UNPF priorities, Outcomes and Outputs are fully aligned, clustered and linked to NSEDP ones, preferably using common terminology and templates (See Annex 10.5) Future UNPF monitoring should also be linked to NSEDP monitoring.	1) A specific review of the extent to which the UN system has contributed to the achievement of 7th NSEDP Outcomes, Outputs and Indicators, would be desirable so that Government, and UN stakeholders can appreciate "t*he contribution made by the UNCT in the framework of the UNDAF to national development results"*. OG's should review the relevant NSEDP Outcomes, Outputs and Indicators and indicate the extent to which the UN system in their Outcome areas has contributed to them, using appropriate evaluation criteria. This will also help to ascertain the relevance of UN support to national priorities (see 5.3.3 above) (Ref. 3.C.1.3).
5.3.6 Joint programming and partnership experience		
As mentioned in 5.2.1 above, a relatively large number of joint UN support initiatives were planned (37 outputs or 48.1%), but it is not clear how many actually were implemented, and what	There is a need for more systematic monitoring of joint programming experience in relation to that of single agency support, particularly since the	1) Given that one of the key purposes of the UNDAF is to facilitate joint UN support in as many areas as possible, the RCO should facilitate a review by OGs, in conjunction with the M&E WG, of all joint programming initiatives in their respective Outcome areas

the results were in terms of both product and process. Most Outputs involve more than one national partner, and in many cases also of external partners. These involve different types of mechanisms for coordination, management, monitoring and coordination. Information on the effectiveness of such partnerships, and their impact on the achievement of results is not normally addressed in review reports.	UNDAF is designed to encourage joint UN support. There is a need for greater understanding of UN/national and DP partnerships and of the various mechanisms applied in the context of design, implementation, management, monitoring and coordination, as a means of improving effectiveness.	with a view to learning lessons of experience and identifying further areas of potential joint collaboration in the next UNPF. 2) The RCO should maintain lists of all joint programming experiences and their different modalities, in order to draw out lessons of experience; 3) Information on the effectiveness of partnerships (UN/national/ international) should be addressed in Output (project) and Outcome reports, in order to learn lessons of experience. 4) Outcome and Output level Joint Work Plans (JWP) should be prepared on a rolling basis (1,2,3 years) to facilitate planning and monitoring (ref. 3.C.2.6)
Conclusions	**Lessons learned**	**Recommendations**
5.3.7 Resource mobilisation and delivery		
The absence of any financial monitoring system for the UNDAF as a whole, and outcomes (in addition to normal agency financial reporting) should be a major concern. In this respect, no information was available to UN senior management on the extent to which resource projections in the UNDAF Chapter IV Resources and resources mobilization had been achieved, either for individual years (2012, 2013, 2014, 2015) or cumulatively to date. As a result, the RCO and agency heads were not in a position to analyze shortfalls and put in place appropriate fund-raising strategies, except on an ad hoc project-specific basis.	It would appear that provisions for resource mobilization, budgeting and reporting, as envisaged in UNDAF chapter IV, section on Common Budgetary Framework (pages 34, 35) were not complied with, hence the lack of overall resource information at the level of the RCO and OGs. UNDAF management should be aware of resource availability and needs, not just for individual agencies, but also for the UNDAF as a whole. This would help it to analyze the distribution of resources between outcomes and agencies, and to put in place	1) The RCO's commendable initiative to address the shortcoming noted by putting in place an appropriate mapping system of all UN system resources by agency, outcome, region etc. should be continued and up-dated on a regular basis, at least annually. 2) The suggested mechanisms for a "Common Budgetary Framework", (CBF) given in the UNDAF chapter IV should be revisited, and applied as appropriate;. 3) The suggested Financial Monitoring Matrix (FMM) tool (Annex 7) should be reviewed and up-dated annually in the context of CBF management, and as a tool for the provision of commitment and delivery information by Outcome, agency and project. The FMM could assist in resource mobilization by identifying needs at the Outcome and Output level.

	appropriate resource mobilization strategies.	4) Financial monitoring - Agency Finance Officers responsible for programme management should be linked to the M & EWG to devise and coordinate an appropriate system for the channeling of comparable financial information to OGs and the RCO relating to *core and non-core resources (commitments, delivery, gaps/to be mobilized,* etc.), as well as distribution of resources by *outcome, sector, agency and funding sources.* 5) The RCO should coordinate the collection, presentation and analysis of financial information in conjunction with OGs and agency finance management officers, and prepare appropriate reports, charts, tables and analysis on UN system/UNDAF financial flows for the attention of the UNCT and other users. (ref. 4.2.2)
Conclusions	**Lessons learned**	**Recommendations**
5.4 UNDAF management and accountability arrangements		
With reference to 3.A.3, it appears that the responsibilities envisaged for the management of the UNDAF, as given in the UNDAF Chapter III "Programme Management and Responsibilities" (pages 29 and 30) have not been fully complied with: (iii) The RCO suffered from limited capacity and resources but has been greatly strengthened in 2015 with the appointment of a new Head of Office and an M & E Officer. (iv) The Monitoring & Evaluation Working Group (M&E WG) was not fully functional but has been reinvigorated in the context of the UNDAF evaluation.	1) The absence of UNDAF Annual Work Plans (as opposed to RCO work plans), the limited information provision in the UNDAF Annual Reviews of 2012 and 2014 (no report in 2013), and varied performance of OGs in planning, coordination and monitoring, have highlighted the need for increased UNDAF priority at senior management level, availability of staff to work in OGs, and the need to strengthen OG and RCO capacity to enable the UNDAF to achieve its goals and reach its potential.	The recent very positive steps taken in 2014 - 2015 to strengthen UNDAF management should be consolidated and expanded through:

	2) There is a particular need for the M&E WG to strengthen its mentoring and training role for OG staff so that they are able to carry out their monitoring responsibilities in a routine way.	
5.4.1 UNDAF/UNPF Steering Committee		
The UNCT's role as a "Steering Committee to the UNDAF Implementation" responsible for monitoring the UNDAF, did not receive much priority between 2012 – 2014.	The need for a formal Government/UN mechanism to ensure full accountability for results and delivery, to receive reports and provide inputs on policy and operational matters.	1) The full development of a new UNDAF/UNPF Steering Committee made up of representatives of the Government, the UN system and Development Partners (DPs), through annual (and/or semi-annual) meetings, which would provide advice and propose or make decisions, duly documented in reports.
Conclusions	**Lessons learned**	**Recommendations**
5.4.2 UNPF Management Board		
According to the ch. III of the UNDAF, the UNCT is meant to act as the UNDAF Steering Committee, and meet on a semi-annual basis. Current performance of the UNDAF suggests that more frequent and focused attention is required from the UNCT to ensure that all implementation and monitoring requirements are met. The need for a more formal UNPF Management Board could strengthen overall implementation and accountability.	The need for appropriate guidance and authority to ensure that UNDAF implementation and monitoring takes place at all levels (OGs, agencies) as scheduled in the UNDAF AP	1) The establishment of a UNPF Management Board, made up of UNCT members (and ex officio members, if required), responsible only for UNDAF matters of strategic planning and monitoring, which would meet separately from regular UNCT meetings (although potentially following them); The Board would receive and review ORRs, and provide comment as appropriate and have overall responsibility for ensuring that Annual Results Reports meet stakeholder requirements, particularly of the UNPF Steering Committee.
5.4.3 Outcome Groups (OGs)		

Outcome Groups have varied greatly in their level of activity, frequency of meetings, manageability and quality of reporting. This situation changed to the better with the arrival of the new RC, when Agency Heads were charged with chairing and leading OGs. For practical purposes, the ten Outcome areas, were also reduced by three through the merger of OG 9 (UXO) with OG 1 (Economic Growth), OG 6 (HIV/AIDS) with OG4 (Health) and OG7 (Natural resources management) and OG8 (Climate change and natural disaster reduction).	The need for effective and functioning inter-agency Outcome Groups responsible coordinated design, monitoring and reporting of UNDAF at the Outcome and Output levels.	The strengthening of OGs and their responsibility for oversight, coordination and monitoring of Outcome activities, particularly in relation to:[1] 1) Designing coordinated UN support to 8th NSEDP/Sectoral Plan priorities and national programmes in the context of UNDAF/UNPF preparation, including identifying indicators and drafting of Results Matrices; 2) Provide joint UN response to key sector policy and legal frameworks in the context of research, sector planning/policy development etc. 3) Assisting in preparation of support "packages" to national programmes through joint programming; 4) Coordinating inputs from joint and single agency support to common sub-outcomes/themes; 5) Monitoring performance at output level and preparing annual OG reports (Outcome Results Reports) as inputs to UNDAF Annual and Progress Reports (with support from M&E WG member in each OG). 6) Ensuring coordinated UN involvement in respective SWGs. (Ref. 3.C.2.7)
Conclusions	**Lessons learned**	**Recommendations**
5.4.4 Monitoring and Evaluation Working Group (M&E WG)		

The monitoring outputs of the UNDAF from 2012 to 2014 suggest that these should be enhanced in order to serve as adequate information and management tools. OG capacity to date has not been able to meet the requirements for effective Outcome and Output monitoring. Support from the M&E WG, including the allocation of members to individual Outcome groups could greatly contribute to enhanced UNDAF monitoring performance.	The need for enhanced monitoring capacity in OGs, and support from the M&E WG on a continuous basis.	The strengthening of the role of the Monitoring and Evaluation Working Group (M&E WG**)** through the inclusion of members into each OG and responsible for assisting them in complying with M&E requirements, and through more rigorous design of AWPs and comprehensive reports covering both Outcomes and Outputs. In addition the M&E WG should assist the RCO in preparing UNDAF Annual Reviews/ Country Results Reports and the UNDAF Progress Report (proposed for 2015).
5.4.5 Resident Coordinator's Office (RCO)		
Substantial strengthening has taken place in 2015, with a corresponding enhancement of capacity. This needs to be maintained and consolidated in order to provide the necessary support to all aspects of UNDAF implementation and monitoring.	The need for adequate RCO capacity, particularly on the M&E side in order to assist in coordinating M&E work, and to support OGs.	5.4.5 (v) Continued strengthening of the Resident Coordinator's Office (RCO), as required.
5.5 UN Communications Group (UNCG)		
Conclusions	**Lessons learned**	**Recommendations**
The UNCG has played a small but significant role in raising awareness of UN matters. Its new publication "One UN" of which the first issue was produced in early 2015 shows the potential of such a tool.	The production of information materials and communications in the media can play a valuable role in improving quality of UN performance and raising public awareness.	1) Public information: Close contacts should be maintained between OGs and the UN Communications Group in order to ensure that suitable information is produced and distributed to stakeholders and the wider public. This should include "Stories worth telling" on national and international results with UN system support in each of the Outcome areas in which it is involved. 2) Suitable information materials should also be produced to highlight UN support at national, provincial and district levels in

		order to raise awareness of the broad scope of UN support at each level and facilitate coordination between UN and Development Partners working in the same sectors, provinces and districts.

5.6 Gender mainstreaming

Recommendations

5.6.1 Empower Interagency Gender Working Group

Merge OG 10 with OG 2 in line with the governance focus on female participation in OG 10 that fits neatly with OG 2. Transform OG 10 into a cross-cutting working group, (Gender Working Group (GWG) comprised of staff at a decision-making level (e.g. deputy or unit head) and/or GFPs from all agencies. Establish a TOR in line with the other cross-sectoral working groups, and embed group members in each OG.

As a group with broad responsibilities for facilitating the UN to improve gender equality results, the gender group should be enabled with core discretionary funds from all UN Agencies to improve work efficiency. Committing of core funds from each agency represents a buy-in at the highest level, and an indication that the UN collectively is serious about fostering gender equality in Lao PDR. Agencies should demand results from their investment of core resources, and hold the GWG accountable. This approach should be piloted for one year, and the UNCT HOA should assess whether there is value-added for extension into the next UNDAF cycle.

5.6.2 Prioritize GM in Joint Programming Processes

JPs should serve as model programs for effective gender mainstreaming and targeting, and should play a central role in building capacities and realizing GE results across agencies through comprehensive and visible gender mainstreaming. As more joint programming and/or JPs are developed under the next UNDAF, UN Lao PDR should have in place a clear procedure to operationalize mainstreaming of gender and other cross-cutting issues via a quality review process that ensures adherence to priorities as laid out in the UNDAF. The planning and design stage, however, is arguably the most important juncture for mainstreaming gender, and the UNCT should ensure that its GM efforts start at the design stage forward to operationalize GEWE commitments in all joint programming initiatives.

Recommendations

5.6.3 Develop UN Capacity to Foster GEWE

A concerted effort is required to broaden country level skills for gender mainstreaming by facilitating training opportunities at the country team level where appropriate. The GWG should work with other stakeholders to identify and coordinate capacity development initiatives within the UN system in line with needs

and opportunities. Targets for training should be strategically geared toward groups that have system-wide responsibilities for coordinating and facilitating key mainstreaming initiatives. Efforts should be made to target smaller institutions and weak programmatic areas. Precise targets and content of training should be decided in a consultative fashion, and may require formal or informal needs assessment.

5.6.4 Engender UNCT Monitoring & Evaluating Processes

Adjust M&E group TORs to include technical support for gender mainstreaming and other cross-cutting themes in relevant monitoring frameworks (e.g. UNDAF and JPs). Ensure that at least one group member of MEWG is also a member of GWG. Build capacities of M&E group to include technical oversight for mainstreaming of gender and other key themes in UNDAF and other frameworks by adding a targeted session on gender indicators into the training on gender and human rights planned in 2015. Develop a system for ensuring representatives with sector-specific knowledge from the MEWG are included in JP design teams and that the MEWG provides a review of JP M&E frameworks for quality control (including gender and other cross-cutting themes).

5.6.5 Develop UNCT GRB Tracking Mechanism

Gender Responsive Budgets (GRBs) are an increasingly important monitoring and advocacy tool for institutions. A growing number of individual UN Agencies have institutionalized mechanisms for GRB within organizational operations that allow for agency-level tracking of gender-related expenditures. The RCO can compile the data from those agencies that have a GRB system to offer an indicative picture of system-wide gender programming expenditures. Alternatively, the RCO can report against Outcome 10 but this will not capture mainstreamed data. GRB data can be tracked annually and included in RC annual reports as a monitoring mechanism to ensure that adequate funding is dedicated to gender-responsive programming both within and outside of Outcome 10.

5.6.6 Improve next UNDAF design to deliver GE results

The next UNDAF design offers the UNCT an important opportunity to learn from identified strengths and weaknesses with gender mainstreaming in the current UNDAF, and to move forward decisively for stronger gender results in the next cycle. This includes a need for improved gender sensitivity and systematic sex disaggregation in the results framework and M&E processes. Better mainstreaming in the next UNDAF design requires full commitment of key stakeholders to a step-by-step approach to gender integration at strategic stages.

5.7 Human rights

Conclusions	Lessons learned	Recommendations
The UNDAF provisions for human rights under Outcome 2 (p.17, 18) included a number of	The need for a national human rights policy and	1) Human rights strategy: the inter-agency human rights group which assisted with the UPR formulation should continue to meet and assist in the

separate outputs designed to advance human rights but not articulated in a methodical way either in the Outcome 2 rationale page (p. 17) or in the Results Matrix. Reports on implementation were not received, except for the Outcome 2 Report for 2012. Nevertheless, the UPR process facilitated major reflection on human rights compliance with international treaties, and the formulation of a national response, for which support in implementation will be required.	strategy to assist in implementing UPR recommendations, and enhance compliance with international commitments.	development (if not prepared already) of an appropriate human rights strategy and plan to implement the Government's responses to the UPR. This would relate to the document "UPR Recommendations"[83] (Ref. 3.C.2.8)
Conclusions	**Lessons learned**	**Recommendations**
5.8 Relationships with Development Partners		
The UN system has enjoyed good support and collaboration in both financial and substantive terms from Development Partners (multilateral, bilateral and NGOs). But DPs have expressed the	In view of the need for UN agencies to continue to receive support from the international community,	1) Dialogue with DPs, NGOs and CSOs: the UN system should find increased opportunities to dialogue and exchange information with Development

[83] In particular OG's would be responsible for (see Also ToR in Annex 9.3):
1) Maintaining a data base of research and maps on all UN support in their substantive area;
2) Monitoring financial resource availability and mobilization (core/regular budgets, resources to be mobilized, funding sources);
3) Formulating a theory of change for priority issues to be addressed in the OGs substantive area, which would be consistent with the UNPF's overall theory of change;
4) Preparing OG level progress reports (semi-annual and annual), bringing together results achieved by participating agencies, and issues arising, for submission to the UNPF Management Board;
5) Liaising with and participating in the corresponding Sector Working Group (SWG)/Informal Working Groups, and ensuring direct links between UN support and 8TH NESDP outcomes and outputs;
6) Ensuring human rights treaty compliance, gender equality and support to the implementation of relevant international conventions is monitored;
6) A common format or template should be used for OG monitoring based on that given in Annex 9.3.

A. n rights defenders;
B. Land Rights;
C. Refugees/Internally Displaced People;
D. Human Rights education;
E. General

need for increased feedback on common endeavours and participation.	both financial and substantive, increased awareness is required of the need to keep DPs informed of UN support, and to provide opportunities for dialogue and information exchange.	partners, including NGOs and CSOs, and to establish regular events to promote a two-way exchange of lessons of experience. 2) Involvement in SWGs: this should also take place in the context of OG involvement in Sector Working Groups
5.9 Planning for the UNPF		
5.9.1 Theory of change		
A rigorous theory of change to identify logical links between outcomes, outputs and inputs, and the changes expected is not included in the UNDAF. Outcome summaries (p. 14 – 24) and Results Matrix only partially satisfy theory of change criteria. In the light of frequent references by the RCO on the need for the evaluation to be "forward-looking", it paid particular attention in exploring how the experiences and shortcomings of the UNDAF could be addressed in the context of the next UNPF.	The next UNPF will need to take into consideration lessons of experience of the last one, particularly with respect to the need to devise an appropriate theory of change, and implement many of the programme management requirements envisaged.(UNDAF p.29), e.g. Annual Work Plans, role of UNCT as an active Steering Committee (p.30), Outcome groups (p.30), establishment of a Common Budgetary Framework for resource mobilisation and monitoring (p.34,35), and ensuring "evaluability".	1) Work should continue as planned with the up-dating of the 2011 Country Analysis as a basis for reflection for future UNPF prioritization; This should help with a problem analysis processes as a component of a Theory of Change. It should include the definition of target groups and issues to be addressed. 2) OG's should review national policy frameworks (8th NSEDP, sectoral strategies) to identify priority areas for support as well as ensure that this is systematically aligned with national priorities; 3) OGs should initiate work on Theories of Change for their respective Outcome areas (ref. Annex 10.5 for eventual guidance.) which would identify a logical chain of interventions to support selected national priorities, from inputs to outputs, and from outputs to outcomes, with milestones along the way, to be subsequently articulated in Joint Work Plans. 4) OGs should review SDGs (ref Annex 10.5.2) in relation to NSEDP priorities so as to discern areas of support for the UN system (ref. 3.C.1.4)

5.9.2 UNPF documentation		
Current UNDAF guidelines envisage an UNDAF document (or Action Plan) and Annual Work Plans (AWPs). In Lao PDRs, Outcome level AWPs were not prepared, thus depriving OGs and project managers of a valuable planning tool. In order to strengthen planning, monitoring and accountability, the possibility of developing additional documentation to guide OGs should be considered.	Although SOP Guidelines envisage keeping documentation to a low level limiting it thus to a UNPF document and a Joint Work Plan, strengthening coordinated UN support could merit further documents. These could be an "UNDAF Implementation Document" which would translate the UNPF Results Matrix to the Output level, and provide broader contextual information relating to agency support, resource mobilisation needs, joint support to national programmes, etc.	1) According to the SOP, the UNDAF (UNPF) should be a "strategic and inclusive document" which defines outcomes to be achieved of the course of three to five years by UN and its partners. It would include a results matrix (at the outcome level) to serve as a mutual accountability framework indicating which agencies will contribute to each outcome (and to each output, if outputs are included). In view of the minimal detail in the SOP on the format of such a document, discussions should take place with OGs on the most appropriate format both for the UNPF as well as supporting documentation (e.g. an "UNDAF Implementation Document". Annex10.7 constitutes an initial attempt to design a future UNPF structure (see Appendix 1 and 2) on the basis of 8th NSEDP and SDG priorities. It should be reviewed in the context of future prioritization and structuring efforts. 2) For implementation and monitoring purposes, a fuller, output-based results matrix would also be needed to complement the above outcome-based matrix. This would provide a framework for work at the outcome and sub-outcome/thematic levels. 3) To address weaknesses in past practice and to facilitate coordinated planning, implementation and monitoring, additional tools, such as a possible "Outcome Support Document" (OSD), to complement the JWP, should be considered.(ref. 5.1.3 2) and 5.1.5 2) above) (see Annex 10.8 for eventual outline
5.9.3 Joint programming and agency coordination		
1) Planning, clustering and monitoring agency support through joint programming arrangements should be strengthened through common design templates.	1) Obtaining a comprehensive view of all joint and single agency support, both planned and operational, has constituted a particular challenge to the evaluation.	1) Joint support initiatives should be planned and monitored using a common template maintained by the RCO. The template would identify by Outcome, national programmes, indicators, UN and other support, dates, resources, etc.

		2) Maintenance and up-dating of the table and charts in Annex 8.2 could be helpful. (Ref. 3.C.1.2); 3). Identify sub-outcomes or thematic areas for which national programmes or strategies exist, or should be prepared; 4) Cluster UN support to support national programmes and strategies through projects designed to assist in achieving specific outputs and indicators. 5) Ensure that at all times, monitoring of UN support is carried out in relation to both 8th NSEDP and UNPF indicators. 5) Ensure that UNPF Outcomes and Outputs are "SMART"[84]
5.9.4 Alignment with 8th NSEDP[85]		
Outcome 1 Equitable and sustainable growth	The need to ensure that UNDAF Outcomes and Outputs are directly linked with the corresponding NSEDP Outcomes and Outputs, so as to facilitate alignment, monitoring and evaluation by both Government and the UN	1. As part of UNPF prioritization process, review relevance of UNDAF Outcome 1 and corresponding Outputs (in brackets). Where appropriate, group them into sub-outcomes (or thematic areas) to support national programmes to promote the Outputs given in the 8th NSEDP (see Table 4.1.2) below, as follows: 1) Support to sustained inclusive economic growth made up of sub-outcomes or thematic areas where the UN system has a comparative advantage, for instance: 1) Micro-credit (1.1), 2) Food security and agricultural production (5.3); 3) Industrial production, including tourism (1.2); 4) Small and medium scale enterprises (SME) (1.16); 5) Trade (1.2) and possibly others, and 2) Macro-economic stability, so as to provide an opportunity for WB and IMF inputs to be reflected in the UNPF (1.4). 3) Integrated development planning and budgeting, with reference to 1) the management and monitoring of Official Development Assistance (ODA)

[84] Specific, Measurable, Achievable, Relevant or Resource-based, and Time-bound (SMART)

[85] NB Annex 10.5 Appendix 2 Matrix on "Potential thematic areas for UN support in relation to 8th NSEDP Outcomes and Outputs and SDGs"

		(1.3), and 2) Planning and budgeting, particularly 8th NSEDP monitoring, and socio-economic statistics development and analysis (1.5); 4) Balanced regional and local development, including urban development (1.11) 5) Employment promotion through improved public/private labour force capacity, through labour market information (1.9) 6) Strengthening of local entrepreneurs in domestic and global markets (1.16) 7) Regional and international cooperation.
Outcome 2 Public services, rights and participation	The need to ensure that UNDAF Outcomes and Outputs are directly linked with the corresponding NSEDP Outcomes and Outputs, so as to facilitate alignment, monitoring and evaluation by both Government and the UN	As for Outcome 1, break down Outcome 2 into a series of clear sub-outcomes or thematic areas, based on 8th NSEDP Cross-Cutting (CC) Outcomes and Outputs. These have been adapted as follows: 1) Promotion and protection of human rights (CC1)[86], with particular reference to the monitoring of the UPR Recommendations (1.1); support to the implementation of UPR recommendations (1.2); 2) The promotion of gender equality and women's empowerment and of different population groups (cc.2) (women, youth, children, the disabled, etc.); 3) Enhance effectiveness of public governance and administration (CC. 3), in relation to Public personnel management (3.1), Judiciary and the rule of law (3.2); the legislature (3.3); Public administration reform (3.4); 2. Ensure that national programmes, programmes of actions or strategies are in place, or will be formulated for each of these sub-outcomes/thematic areas.

[86] NB Human rights are not specifically included in the 8th NSEDP. The cross-cutting areas for proposed UN support have therefor been adjusted as above.

		3. Ensure that UN support is clustered and coordinated in support of appropriate national programmes or strategies.
Outcome 3 Equitable education and training	The need to ensure that UNDAF Outcomes and Outputs are directly linked with the corresponding NSEDP Outcomes and Outputs, so as to facilitate alignment, monitoring and evaluation by both Government and the UN	1. Ensure that UN support is clustered in support of selected national programmes or sub-programmes given in the 8th NSEDP or corresponding sectoral or thematic programmes or strategies. Outcome 2 Enhancement of human development in Table 4.1.2 below on "Potential thematic areas for UN support in relation to 8th NSEDP Outcomes and Outputs and SDGs", gives an eventual thematic breakdown, which could be developed further according to the substantive areas to receive UN support. These include the following substantive areas: a) Living standards enhancement and poverty reduction (key areas of focus to be clarified), while ensuring that a distinction is made between food security and nutrition, and whether they should be classified under Outcome 1.1 Sustained inclusive economic growth (1.1.3 – 1.1.5), Outcome 2.2 Food security and malnutrition reduction (2.2.1 to 2.2.4), and Outcome 2.4 Health and nutrition (2.4.2); b) Access to high quality education, broken down in terms of 1) Education policy, planning, monitoring and management (2.3.1); 2) Pre- and primary education (Basic) (2.3.2); 3) Secondary education (2.3.3), 4) Higher education (2.3.4) and 5) Tertiary education (TVET) (2.3.5).
Outcome 4 Equitable health and social welfare services		1. Future support to the health and social welfare sectors should be clustered to focus on support to national programmes and strategies included in the 8th NESDP and the Health Sector Plan. These could be grouped as follows (see table in 4.1.2): Health services policy, planning, monitoring and management (2.4.1); Maternal and child health (to include, vaccination, nutrition) (2.4.2) Sexual and reproductive health (2.4.3) Communicable diseases (to include HIV/AIDS, drug-related illnesses) (2.4.4)

		Non-communicable diseases (2.4.5) Social welfare and protection services (2.5)
Outcome 5 Improved food security and nutrition		1) Despite the fact that UN support to combatting malnutrition is included under Outcome 5, and that the Ministry of Health is the main national partner, it is recommended that in the UNPF a clearer demarcation is given between "food security", based on production, and thus an economic sector, and "nutrition" based on health, and thus a social sector. 2) Under this logic, the productive aspects of food production would be included under Outcome 1 Sustained inclusive economic growth, and the health aspects of nutrition would be included under Outcome 2 "Enhancement of human development" (However, further clarification may be required since the 8th NSEDP includes Nutrition under Outcome 2.2 Food security ensured and incidence of malnutrition reduced (2.2.1, 2.2.2, 2.2.3, 2.2.4) as well as under 2.4.2 Health and Nutrition.
Conclusions	**Lessons learned**	**Recommendations**
Outcome 6 HIV/AIDS prevention, treatment and support		See Outcome 4 & 6
Outcome 10 Gender equality and participation of women		See 4.1.10 and Annex 4.10 and Annex 5
5.10 Challenges		
Major constraints to the full implementation of the UNDAF are fourfold: Divided priorities for heads of agency and staff between agency and UNDAF responsibilities. This means that agency priorities are normally uppermost, with	The need for good leadership and consensus-building among the UNCT; The need for introducing appropriate tools for design, coordination and monitoring, not all of which are covered by existing UNDAF Guidance procedures;	1) UNDAF prioritization: The RC/UNCT should continue to give priority to UNDAF concerns, and to allocate the necessary human and financial resources and time, to UNDAF issues; 2) RCO strengthening: Continued strengthening of the RCO to enable it to give the necessary support to OGs, the M&E WG and Agency heads.

the result that time devoted to UNDAF-related matters is reduced; Staff and time constraints, and the practical challenges of carrying out both UNDAF (particularly OG) and agency responsibilities. UNDAF performance has suffered from inadequate leadership and guidance at the UNCT level; Lack of tools to facilitate design, coordination and reporting tasks.	The need for effective OGs, and leadership; The need for effective M&E WG support to OGs in complying with M & E requirements and preparation of reports. The need for closer links with and alignment to NSEPD Outcomes, Outputs and Indicators so as to facilitate support to selected national programmes and strategies and common national/UN system monitoring.	3) Tools development: The continued development and use of tools to facilitate design, implementation, coordination and reporting on UNDAF components, in order to assist staff, and optimize the use of time; 4) Agency support to UNDAF: Agencies must provide the necessary support and time to staff involved in UNDAF matters, and to incentivize them, including in promotion matters; 5) Support of M&E WG to OGs Consideration should be given by relevant agencies and the M&E WG to attach M&E focal points/specialists to each OG, and if necessary, to allocate funds for provision of a secretariat, along the lines of the successful UNAIDS model, so that they can carry out their responsibilities and overcome the challenges of staff constraints. 6) “Process re-engineering” of UNDAF: Use the remaining period of the UNDAF to redefine systems and practices, to test tools, to train/mentor staff, and to consolidate M & E work on different aspects of the UNDAF.

5. Annexes

Annex 1: Terms of Reference UNDAF Evaluation (Final version 19 February 2015)

Terms of Reference

Evaluation of Lao People's Democratic Republic's (PDR) United Nations Development Assistance Framework (UNDAF) 2012-2016

19 February 2015

United Nations Office of the Resident Coordinator in Lao PDR United Nations M & E Working Group in Lao PDR

BACKGROUND

Development context[87]

Over the past years, Lao PDR has achieved consistently high economic growth rates throughout the last decade, with an average growth between 7.5 – 8.3 p.a. The reforms underway have reduced poverty and stimulated broad-based growth. However, recent expansionary macroeconomic policies put the country under increasing strains that need careful management. Lao PDR's key challenge is to ensure that natural resource wealth is transformed into investments in public infrastructure, services, and better health and educational outcomes for all, especially the poor.

Lao PDR's Gross National Income (GNI) per capita reached $1,460 in 2013. If the country continues growing at this pace, and if human development outcomes improve as well, Lao PDR's ambition is to graduate from the 'Least Developed Country' status by the 2020s.

Natural resources - forestry, agricultural land, hydropower, and minerals - comprise more than half of the country's total wealth. From 2005 to 2013, the hydropower and mining sectors combined generated about one third of the country's economic growth. Developing these resource sectors to achieve long term development sustainability is one of the key focuses of the Government's 7th National Socio-Economic Development Plan (NSEDP 2011-2015), to which most UN Country Programme Documents/Strategies and UNDAF are aligned to.

Lao PDR made good progress on many of the Millennium Development Goals (MDGs) but is off track in some areas. According to the MDG progress report in 2013, 44% of under-five children are stunted and 27% are severely underweight. In addition, Lao PDR still has a high maternal mortality rate of 220 deaths per 100,000 live births, and limited skilled birth attendance.

The UNDAF in Lao PDR

The United Nations Development Assistance Framework Action Plan (UNDAF AP 2012-2016) was designed to strategically enhance the coherence of the UN System's response to support the Government of Lao PDR in achieving its national priorities as articulated in the 7th NSEDP and in laying the foundation for the country to meet the LDC graduation criteria by the 2020s.

The UNDAF formulation process commenced in January 2010 with the development of a Country Analysis complementing existing national analytical work. Based on this analysis, the UNDAF AP was formulated in close alignment with the national development priorities stipulated in the 7th NSEDP. Both the 7th NSEDP and UNDAF AP provide a strategic development vision that the Government of Lao PDR and the UN Country Team are committed to realize over the period 2012-2016. The UNDAF AP is a fundamental programming instrument for UN System coherence and harmonization of response to national development and humanitarian challenges and complies with the underlying principles of the UN reform process and the Vientiane Declaration on Aid Effectiveness.

The UNDAF AP was developed in consultation with the Government of Lao PDR and international partners, focusing on six priority areas:

1. Inclusive and sustainable growth
2. Governance
3. Human Development
4. Natural Resources Management and Climate Change
5. Unexploded Ordnances
6. Gender

[87] The World Bank, Lao PDR Overview, http://www.worldbank.org/en/country/lao/overview, October 2014

The UN and the Government of Lao PDR have identified ten concrete outcomes in these six priorities areas. For each outcome, the UN system is expected to deliver a set of outputs to achieve these changes in behaviour or performance. The UNDAF AP has been implemented by the UN system in conjunction with the Government of Lao PDR, building on national processes and systems and through the assurance of continued alignment with national priorities and the principles of national ownership, mutual accountability and managing for results. A detailed UNDAF Action Plan results matrix has initially been developed, and was revised in 2013. In order to better coordinate, monitor and report on the progressive implementation of the UNDAF AP, Outcome Groups were originally established for each of the ten outcomes set out in the UNDAF. These groups have reported directly to the UNCT. In 2014, a review was conducted by the Outcome Groups and a decision was made that instead of 10 Groups reporting individually to consolidate certain of the groups to more accurately reflect the overall impact results which combine similar development needs of the country and to avoid repetition and redundancies among the Outcome Groups. The UNCT then decided that in terms of coordinating the implementation progress, some outcome groups will be merged, namely Outcome groups 1 and 9 (Growth and UXO), 4 and 6 (health and HIV/AIDS), as well as 7 and 8 (natural resources, climate change, natural disasters).[882]

UNDAF Evaluation in the context of Lao PDR

The UNCT Lao PDR, in collaboration with its Government partners is currently in the process of preparing an UNDAF Evaluation, which will serve as a major input for the planning process of the next UNDAF 2017 – 2020 and the UN agencies' Country Programmes. Different consultation forums were organised to agree on the method and process of this UNDAF evaluation, with the UNCT opting for a harmonized and forward-looking evaluation approach to focus on the practicality of information that will feed into the next UNDAF AP, and at the same time meeting the evaluation needs of the participating agencies. The Lao PDR UNDAF Evaluation will mainly use three criteria; Relevance, Effectiveness and Sustainability, as the basis for its objectives and key questions. The assessment of the effectiveness and sustainability will focus on the UNDAF Outcomes 1, 2, 3, 4 and 5, covering the areas of equitable and sustainable growth, governance, education, health, food security and nutrition. The Government counterparts of the UN will be the major partners in the evaluation, contributing both through data from national systems and validation of the UNDAF evaluation results. The main users of the UNDAF Evaluation will be the UN Country Team and its partners, i.e. the Government, development partners, civil society and relevant stakeholders participating in the UN supported programmes.

In particular, several UN agencies have decided to explore ways to harmonize their country programme evaluations with that of the UNDAF. While these evaluations are confined within the evaluation policies of the respective UN agencies, further discussions are anticipated to explore possibilities of such concerted evaluations and make sure the sub evaluation's results will be useful inputs for the overall UNDAF review. This is responding to the national call for more coherent UN and the global call to be more "Fit for Purpose", requesting the UN system to measure and communicate joint results. UN development system in Lao PDR has already engaged various layers from the regional to the headquarters office and will continue this iterative process in exploring the way forward. To this extent, the UN in Lao PDR is embarking on this joint evaluation as a forward-looking way in reviewing the past achievements in shaping itself to fit better for its purpose.

The UNDAF evaluation will seek to be independent, credible and useful, and will adhere to the highest possible professional standards in evaluation. It will be responsive to the needs and priorities of the Lao PDR. The evaluation will be conducted in a consultative manner and will engage the participation of a broad range of stakeholders.

[88] The current seven UNDAF Outcome Groups in Lao PDR are:

Outcome Group 1/9	Equitable and sustainable growth/UXO Outcome Group 2	Governance
Outcome Group 3	Education	
Outcome Group 4/6	Health and HIV/AIDS Outcome Group 5	
Outcome Group 5	Food security and nutrition	
Outcome Group 7/8	Natural resources management, climate change and natural disasters Outcome Group 10	Gender

EVALUATION PURPOSE, OBJECTIVES AND SCOPE

1. Purpose:

1) To generate evidence and lessons learnt based on the assessment of the current performance of the UNDAF outcomes and to guide formulation of the next UNDAF cycle and related UN individual Country Programmes.
2) To provide a set of actionable recommendations based on credible findings, to be used for organisational learning
3) To support greater accountability of the UNCT to UNDAF stakeholders.

2. Objectives:

Specifically, the UNDAF evaluation will:

1) Assess how UNDAF strategic intent, principle and spirit of the UNDAF has been taken forward by UN agencies and identify the factors that have affected the UN agencies working together;
2) Assess the "theory of change" at Outcome level, and the extent to which the UN in Lao PDR has effectively responded to the national development priorities.
3) Assess the contribution made by the UNCT in the framework of the UNDAF to national development results through making judgements using evaluation criteria based on evidence.
4) Identify the factors that have affected the UNCT's contribution, answering the question of why the performance is as it is and explaining the enabling factors and bottlenecks.
5) Assess the performance, progress and gaps of the existing UNDAF's contribution towards supporting national priorities and goals.
6) Reach conclusions concerning the UN's contribution across the scope being examined.
7) Generate a set of clear, forward-looking and actionable recommendations logically linked to the findings and conclusions, and identify lessons learnt to improve the strategies, implementation mechanism, and management of the next UNDAF.

3. Scope, evaluation criteria and evaluation questions

Considering that the UNDAF AP represents a broad UN approach to support the development of Lao PDR, which the UNDAF evaluation would have difficulties to assess integrally, the UNCT decided to focus on three evaluation criteria, as well as on 5 UNDAF Outcomes, for which, considering the budget invested as well as the low level of evaluation data available, a stronger need for information and recommendations for future planning is felt. While the relevance criterion will cover the whole UNDAF approach, the criteria of effectiveness and sustainability will focus on the UNDAF Outcomes 1,2,3,4 and 5 on equitable and sustainable growth, governance, education, health, food security and nutrition. The UNDAF evaluation will be conducted at the Outcome level.

UN agencies will coordinate their CP evaluations and other assessments with the UNDAF evaluation, and the UNDAF evaluation core team will work closely with these.

As most of the UN agencies' CPs have been implemented under the umbrella of the UNDAF, the evaluation team members are expected to coordinate with these evaluations and to use the results of these in-depth assessments to the extent possible to complete and illustrate the UNDAF evaluation, highlight the UN and its agencies' contribution, and establish the link between results at Output and Outcome levels.

While the evaluation will be conducted mainly in Vientiane, the evaluation team is encouraged to consider including 1-2 field visits in the methodology. When choosing sites to visit, the evaluation team should consider the availability of baseline data for these sites, and make the choice of the locations to

visit based on the implementation of relevant UN programmes in these areas. The proposed field visits should be presented in the inception report, and should be discussed with the Evaluation Reference Group (ERG) and M & E team.

The evaluation will examine the following areas:

***A. Relevance** of the UNDAF in relation to the issues it was designed to address as well as their underlying causes*:

Evaluation Questions

1) How well have the UNDAF outcomes addressed key development issues in Lao PDR, their underlying causes and challenges, and which are the gaps that should (have) receive(d) more attention?
2) To what extent have the agency-specific Country Programmes been results-oriented, relevant and mutually reinforcing to UNDAF Outcomes, values and principles.
3) How well does the UNDAF generate a coherent UNCT response to the 7th National Socio- Economic Development Plan (NSEDP) for 2011-2015?
4) To what extent has the UNDAF AP for Lao PDR and its Outcomes been relevant in terms of internationally agreed goals and commitments, norms and standards?
5) To what extent was the UNDAF results matrix flexible and relevant to respond to new issues and their causes as well as challenges that arose during the UNDAF cycle?

***B. Effectiveness** of the UNDAF Outcomes 1 to 5, and the extent to which planned Outcome results are achieved as a result of the UNDAF AP implementation*

Evaluation Questions

1) What progress has been made towards the realisation of UNDAF outcomes?

2) What factors contributed to the realisation or non-realisation of the UNDAF outcomes?

3) To what extent can progress towards UNDAF Outcomes be attributed to the work of the UN in Lao PDR?

4) How have unintended results under the Outcomes 1,2,3,4 and 5, if any, affected national development positively or negatively and to what extent have they been foreseen and managed?

5) To what extent does the UNDAF promote effective partnerships and strategic alliances of the UN with key stakeholders around the main National development goals and UNDAF outcomes areas (e.g. within Government, with national partners, International Financial Institutions and other external support agencies)?

6) How has the UNDAF been used by UN agencies and government institutions for coordination, in planning their activities and setting goals?

7) How have the UNDAF and the work of Outcome Groups enhanced joint programming by agencies and/or resulted in specific joint programmes?

8) To what extent have UN agencies successfully facilitated the mainstreaming of provisions to advance gender equality and human rights during UNDAF implementation?

9) To what extent has the UN support been effective in promoting more equitable growth for poor women and men in Lao PDR? (Outcome 1);

10)To what extent has UN support helped to ensure that the poor and vulnerable benefit from the improved delivery of public services, an effective protection of their rights and greater participation in transparent decision making (Outcome 2) in Lao PDR?

12) To what extent has UN support helped to ensure that under serviced communities and people in education priority areas benefit from equitable quality education and training for women and men

that is relevant to the labour market? (Outcome 3);

13) To what extent has the UN contributed to ensuring that women and men in Lao PDR benefit from more equitable promotive, preventive, curative and rehabilitative health and social welfare services? (Outcome 4);

14)To what extent has the UN helped to ensure that vulnerable people in Lao PDR are more food secure and have better nutrition? (Outcome 5)

***C. <u>Sustainability</u>** of the UNDAF Outcomes 1 to 5*

<u>Evaluation Questions</u>

1) To what degree did the implementation of Lao PDR UNDAF, especially Outcomes 1,2,3,4 and 5 contribute to creating durable change and progress towards national development goals and UNDAF Outcome goals?
2) To which extent will the benefits created by the implementation of the UNDAF, especially its Outcomes 1,2,3,4 and 5 continue, or are likely to continue, after it has been completed?
3) What are the enabling as well as constraining factors that have influenced the sustainability of the policies and programmes (at national level and at sub-national level)?
4) To what extent have the partnerships with ministries, agencies, and other representatives of the partner government allowed the UN to make use of its comparative strengths, while, at the same time, safeguarding and promoting national ownership?
5) To what extent has the capacity of the Government to sustain programmes and related results been developed in the course of the UNDAF implementation?
6) To what extent have interventions supported by the UN in Lao PDR contributed to (or are likely to contribute to) more equitable and sustainable growth for poor people now and in the future? (Outcome 1)
7) To what extent have interventions supported by the UN in Lao PDR contributed to (or are likely to contribute to) a durable improvement in the delivery of public services, an effective protection of the rights and greater participation in transparent decision making for the poor and vulnerable, sustained by the Government of Lao PDR? (Outcome 2)
8) To what extent has the UN been able to support the Lao Government and create Government ownership in ensuring that under serviced communities and people in education priority areas benefit from sustainable and equitable quality education and training that is relevant to the labour market (Outcome 3)?
9) To what extent will interventions supported by the UN to ensure that women and men in Lao PDR benefit from more equitable promotive, preventive, curative and rehabilitative health and social welfare services (Outcome 4) have lasting results after the UNDAF's entire implementation, and how can these results translate into future programming?
10) To what extent have UN-supported interventions contributed (or are likely to contribute) to a sustained increase in food security and better nutrition for vulnerable people in Lao PDR? (Outcome 5).

These questions serve as a basis to the evaluation. The final evaluation questions will be determined in cooperation with the Evaluation Reference Group (ERG) and the evaluators, and presented in the design report.

PROPOSED EVALUATION METHODOLOGY AND PROCESS

The UNDAF Evaluation will be conducted in close collaboration with the UN Resident Coordinator's Office, Evaluation Reference Group. UN Country Team, UN M & E Working Group and national counterparts.

Methodology:

Once the four consultants that will compose the core UNDAF evaluation team have been selected, a thorough preparatory work should be conducted by the team members, including a thorough desk review, to define their specific evaluation methodology, including data collection methods and evaluation tools.

Data collection - The UNDAF evaluation will use a mixed method approach, which includes the following: desk reviews of past evaluations and other relevant research, reference materials, interviews, and group discussions/meetings with relevant stakeholders (such as: UN agencies, government officials, donors, civil society organizations, the private sector and beneficiaries). The Evaluation Team is expected to use the self-assessment, to be conducted by the UN in Lao PDR prior to the evaluation, as described in the paragraph below.

- Stakeholder participation – The UNDAF evaluation will be conducted in a participatory manner, ensuring the involvement of key stakeholders in all phases of the evaluation. The Government of Lao PDR will be invited to participate during evaluation discussions in Outcome groups, the presentation of the evaluation design and its preliminary findings.
- Validation - All findings should be supported with evidence. Triangulation will be used to ensure that the information and data collected are valid.

Process:

The evaluation will be conducted in three phases:

Phase 1- Preparation:

i. Collection of reference materials: The UNDAF UNV in the UN RC Office, in close consultation with UNDAF Outcome groups, UNCT members and the UN M & E Working Group (MEWG), will compile a list of background materials, documents, and reports relevant to the UNDAF evaluation.

ii. A paper-based self-assessment of the progress made by Outcome groups will be prepared and administered by the UN MEWG, and consolidated by the Chairs of the Outcome groups. UN agencies will be asked to provide input prior to the UNDAF Evaluation, and its results will be used by the Evaluation Team as a basis for their assessment and discussion with UNDAF Outcome groups. Through the self-assessment, information will be collected on the progress towards UNDAF Outcomes made by each agency and the evidence that exists to highlight the latter, thereby improving evaluability of the UNDAF. Furthermore, the exercise will gather perceptions of UNCT members on inter-agency coordination in Laos, ideas for future improvement of UN programming, and plans of individual agencies for the coming years. The evaluation team is strongly encouraged to consider this information when developing their UNDAF evaluation methodology, and to build part of their assessment around this exercise, using the information provided during group discussions with Outcome groups, counterparts as well as other interviews.

iii. Identification and selection of consultants: The UN RC Office, in coordination with the UN MEWG, will take the lead in soliciting CVs of consultants, as it relates to the positions of UNDAF Evaluation Team Leader, two Evaluation Experts and one Evaluation Associate. The Team Leader will be recruited first, and is expected to support the UN in identifying the team members. The UN MEWG and its members from agencies desiring to harmonize their evaluations will rate the CVs, and recommend suitable candidates to the UNCT. A panelcomposed of UNCT members will do the final selections of the consultants that will be members of the UNDAF evaluation team.

iv. Once the consultants have been identified, a preparatory teleconference should take place with the UN MEWG, in order to ensure clarity on the expectations, scope and the evaluation questions. This informal meeting is different from the inception meeting.

v. Towards the end of the preparation phase, and at least 7 days before the start of the field mission,

the Evaluation Team will share a draft inception report with the ERG, the UNCT and the UN MEWG, who will provide comments on the proposed methodology. The inception report should include a stakeholder map, the final list of evaluation questions, the evaluation matrix, the overall evaluation design and methodology, a detailed description of the data collection plan for the field phase, and the specific responsibilities of each of the team members.

Phase 2 –Data collection and the preparation of the evaluation reports:

(i) Desk review of reference material:

All evaluation team members are responsible for reviewing the reference documents, reports and any other data and information provided by the UN RC Office under the direction of the UNDAF Evaluation Team Leader.

At the beginning of the field mission, the evaluators will present the inception report, reflecting comments, and seek agreement on the evaluation methodology.

(ii) Main data collection mission:

The Evaluation Experts and Associate will support the UNDAF Evaluation Team Leader conducting agreed-upon interviews/group discussions/meetings with stakeholders and site visits.

At the end of the three-weeks in-country mission, a debriefing meeting will be organized by the evaluation team, involving key stakeholder representatives, to present preliminary findings and obtain feedback from the stakeholders. The evaluation team will provide the ERG, the UNCT and the UN MEWG with a debriefing presentation, with a view to validating preliminary findings and testing tentative conclusions and/or recommendations.

(iii) Data analysis and reporting:

The UNDAF Evaluation Team Leader, in cooperation with the team members, will conduct further data analysis based on all information collected, and prepare a draft evaluation report for the UNDAF Evaluation within two weeks upon completion of his or her main mission. To the extent possible, data collection and analysis will be disaggregated by gender. The evaluation team should identify data gaps, and highlight the need for future research in these areas in the final report. The UNDAF Evaluation Team Leader will submit the draft report to the ERG. The draft and final UNDAF Evaluation Reports will be written in accordance with these Terms of Reference, and the UNEG standards.

(iv) Review of the draft report and finalization of the report:

The draft UNDAF Evaluation Report will be submitted for factual correction and feedback to the ERG and key stakeholders, who will provide feedback within 7 days. The UNDAF Evaluation Team Leader in consultation with the UNCT will prepare an audit trail to indicate how the comments are taken into account, and will finalize the UNDAF evaluation report. A meeting with the key stakeholders will be organized in the country, to present the final UNDAF evaluation results, discuss ways forward and prepare a management response.

Phase 3 - Follow-up:

The UNCT, together with the UNRC Office, will conduct follow-up activities, as guided by their respective processes and mandates.

In the context of the UNDAF Evaluation:

1. Organization of a stakeholders' validation meeting to validate and refine findings, conclusion and recommendations; discuss dissemination and communication strategies and plan for implementation of evaluation recommendations.
2. Dissemination of the evaluation findings and recommendations, in cooperation with the UNCG
3. Implementation of a follow-up plan and management response, in particular focusing on the design of a new UNDAF. The follow-up plan should determine a process for ensuring that

lessons learned are incorporated into the next UNDAF programming cycle.

TEAM STRUCTURE FOR THE UNDAF EVALUATION

The UNDAF Evaluation will be led by an international UNDAF Evaluation Team Leader, expert on governance and equitable growth, who will be assisted by one international evaluation expert on gender and human rights, one international evaluation expert on education, health and nutrition, and one national Evaluation Associate.

In cases or during periods in which the whole Evaluation Team Leader cannot be present for meetings or in processes, the other consultants will act as alternates and represent all portfolios equally. The composition of the team will be gender sensitive and human rights attentive. The selected consultants are expected to be independent and should not have been involved in the implementation of the UNDAF (2012-2016) in any of the UN agencies.

MANAGEMENT, ROLES AND RESPONSIBILITIES

Who: Actors and Accountability	What: Roles and Responsibilities
UNCT	• Ensure decisions are made on time • Approve TOR and final report • Create recruitment panel and chose four consultants • Commission and oversee the evaluation • Provide all the document information sources the evaluation team requires • Clarify questions raised during the evaluation • Develop a follow-up plan and management response to the evaluation and ensure the implementation of committed actions.
RC Office	• Facilitate solicitation, selection and recruitment of the evaluation team members. • Establish the Evaluation Reference Group • Day-to-day management, in close coordination with the UN MEWG • Ensure close communication with the evaluation team during the whole evaluation process. • Facilitate communication between the evaluation team and the UNCT/ERG/MEWG • Help arrange the travel to the project site and other logistic issues. • Consolidate the feedback on the UNDAF evaluation reports, and send it to the Team Leader within 7 days.
UN M & E Working Group	• Prepare TOR for the evaluation • Rate and shortlist CVs • Provide technical advice to the UNCT • Guide the evaluation process at the design, implementation and reporting stages • Monitor the progress of the evaluation and report progress to UNCT • Clarify questions raised during the evaluation • Supportthe UNCT in the development of a management response

Evaluation Reference Group (ERG) will comprise a selected group of representatives from the Government, UN agencies, UNEDAP, UNDG PSG, and other partners. The ERG will be chaired by the RCO.	• Contribute to the final selection of evaluation questions • Participate in the review of the evaluation methodology and provide comments to the evaluation team. • Help identify the projects to be visited • Facilitate access of the evaluation team to information sources (documents and interviewees) to support data collection, • Provide technical inputs and comments on the main deliverables of the evaluation, including the design, draft, and final reports, • Safeguard the independence of the evaluation exercise and ensure quality of evaluations • Advise on the quality of the work done by the evaluation team, • Assist in the integration of the findings, conclusions and recommendations of the evaluation into future programme design and implementation. • Approve final report
Evaluation Team Leader Governance, Equitable and Sustainable Growth expert	• Suggest suited consultants for UNDAF evaluation team members, and contribute to the discussions on the recruitment process • Lead the evaluation process in a timely manner • Supervise and work closely with the evaluation team • Produce the inception report • In charge of the meta-analysis and the overall assessment of the relevance criteria, but is encouraged to work closely with the team members. • Main research responsibility for Outcomes 1 and 2, with support by the Evaluation Team members • Works closely with other consultants working on assessments and evaluations for UN agencies, in order to link their in-depth assessments in thematic areas to the results identified at Outcome level, and highlight UN contributions • Overall responsibility for producing the UNDAF Evaluation Report and for quality and timely submission of the report to the ERG, UN RC office and the UNCT. • Communicate with UN whenever it is needed • Conduct field visits to the project sites identified and collect data, if needed • Produce the final report

International Evaluation Expert Education, Health and Nutrition	Provide substantive inputs to the inception report, Responsible to assess the effectiveness and sustainability of Outcomes 3, 4 and 5, under the overall supervision of the Team Leader Works closely with the Team Leader of the FAO Country Programme Evaluation, an evaluation expert on food security and nutrition, UNICEF's EPI and nutrition evaluation team, as well as other consultants working on assessments or evaluations for UN agencies, under the overall supervision of the UNDAF Evaluation Team Leader, in order to link their in-depth assessments in thematic areas to the results identified at Outcome level, and highlight UN contributions Share responsibilities for conducting desk review and interviews. Contribute to the whole evaluation processsubstantively Conduct field visits to the project sites identified and collect data Provide substantive inputs to the draft and final reports. Co-responsible for the quality of the evaluation and the report
International Evaluation Expert Gender and Human Rights	Provide substantive inputs to the inception report, Responsible to assess the effectiveness and sustainability of Gender and Human Rights related questions and aspects, and to ensure Gender and HR are mainstreamed across the evaluation, under the overall supervision of the Team Leader Share responsibilities for conducting desk review and interviews. Conduct field visits to the project sites identified and collect data Works closely with other consultants working on assessments for UN agencies, under the overall supervision of the UNDAF Evaluation Team Leader, in order to link their in-depth assessments in thematic areas to the results identified at Outcome level, and highlight UN contributions Co-responsible for the quality of the evaluation and the report. Provide substantive inputs to the draft and final reports.
National Evaluation Associate	Contribute to the whole evaluation process substantively Responsible for the analysis of documents for which no English translation exists. Co-responsible for the quality of the evaluation and the report. Recommends the most appropriate ways to adopt a culturally sensitive and ethical approach to the evaluation. Works closely with other consultants working on assessments for UN agencies, under the overall supervision of the UNDAF Evaluation Team Leader, in order to link their in-depth assessments in thematic areas to the results identified at Outcome level, and highlight UN contributions Facilitates access to data sources Liaises with national partners and follows up in country on requests from evaluation team members during design and report drafting phases Organizes schedule of the evaluation team In the absence of an interpreter, interpretation might also be required, Prepares and presents Powerpoint presentations in Lao language Other tasks, as requested by the Team Leader

Thematic sub-teams can be created, including CP evaluation teams members evaluating parts of the UN agencies' Country Programmes for the individual agencies in more detail, and contributing to the UNDAF evaluation by linking their results to the results at Outcome level.

The evaluation team is free to propose changes to this proposed distribution of roles and responsibilities within the Evaluation Team in the inception report.

REQUIRED SKILLS AND EXPERIENCE

Team Leader, UNDAF evaluation expert, Governance and Sustainable and Equitable Growth

- Post-graduate degree in international relations, political science, international development, governance and public policy, social sciences, evaluation or a related subject
- Minimum 10 years' experience in evaluation in developing countries
- Documented previous experience in managing and leading complex UNDAF evaluations, and a solid understanding on the use of evaluation methodologies

- Substantive knowledge of development issues, especially related to Governance and Equitable Growth/Poverty Reduction, addressed by the UNDAF and understanding of the development challenges and sensitivity in terms of the political context of Lao PDR
  - Demonstrated capacity in strategic thinking, problem solving and policy advice
  - Previous experience working in Lao PDR or similar settings in the region is an advantage
  - Strong inter-personal, teamwork and organizational skills
  - Excellent presentation and drafting skills, and familiarity with information technology, including proficiency in word processing, spreadsheets, and presentation software
  - Fluency in written and spoken English is essential
  - Knowledge of Lao/Thai, or other local languages, is considered an advantage.

International Evaluation Expert, Gender and Human Rights

- Post-graduate degree in gender or human rights studies, social sciences, international relations, political science, evaluation, international development or a related subject
- Minimum 7 years' experience in evaluation in developing countries

- Documented previous experience in evaluations in the UN system, and a solid understanding on the use of evaluation methodologies
  - Proven experience in the field of development cooperation in Lao PDR
- Substantive knowledge of Gender and Human Rights issues addressed by the UNDAF and understanding of the development context of Lao PDR
- Strong skills and experience in applying with human-rights based and gender mainstreaming approaches
  - Demonstrated capacity in strategic thinking and policy advice
  - Strong inter-personal, teamwork and organizational skills
- Excellent drafting skills and familiarity with information technology, including proficiency in word processing, spreadsheets, and presentation software
  - Previous experience working in Lao PDR or similar settings in the region is an advantage
  - Fluency in written and spoken English is essential
  - Knowledge of Lao/Thai, or other local languages, is considered an advantage.

International Evaluation Expert, Education, Health and nutrition

- Post-graduate degree in public health, education, evaluation, international relations, political science, international development, social sciences or a education, health or nutrition related subject
- Minimum 7 years' experience in evaluation in developing countries

- Documented previous experience in evaluations in the UN system, and a solid understanding on the use of evaluation methodologies
- Substantive knowledge of education, health and nutrition issues addressed by the UNDAF and understanding of the development context of Lao PDR
  - Demonstrated capacity in strategic thinking and policy advice
  - Strong inter-personal, teamwork and organizational skills
- Excellent drafting skills and familiarity with information technology, including proficiency in word

processing, spreadsheets, and presentation software

- Previous experience working in Lao PDR or similar settings in the region is an advantage
    - Fluency in written and spoken English is essential
    - Knowledge of Lao/Thai, or other local languages, is considered an advantage.

National Evaluation Associate

- Degree in international relations, political science, international development, social sciences or a related subject
- Proven experience in the field of development cooperation in Lao PDR
- Experience conducting evaluations in developing countries, combined with a solid understanding on the use of evaluation methodologies
    - Strong inter-personal, teamwork and organizational skills
- Substantive knowledge development issues in Lao PDR and their institutional and social context
- Familiarity with information technology, including proficiency in word processing, spreadsheets, and presentation software
    - Strong inter-personal, teamwork and organizational skills
    - Fluency in written and spoken English and Lao are essential

DELIVERABLES

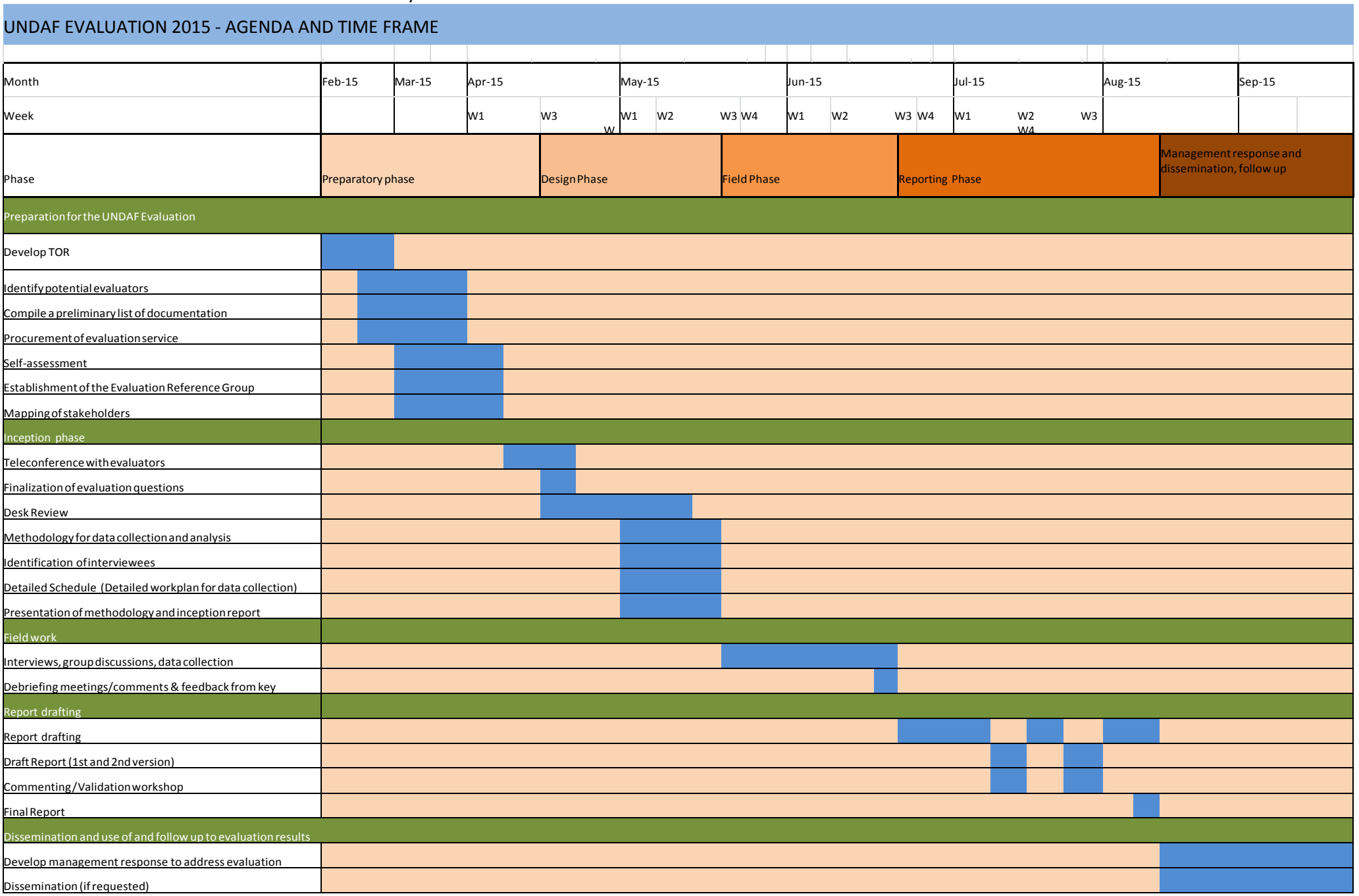
- **The inception report** should include a stakeholder map, the final list of evaluation questions, the evaluation matrix, the overall evaluation design and methodology, a detailed description of the data collection plan for the field phase, and a description of the roles and responsibilities of the individual team members. The inception report should be submitted to the ERG at least 7 days before the start of the field phase of the evaluation.
- **A Powerpoint presentation** highlighting the main components of the final inception report, reflecting the comments provided by the ERG and key stakeholders, to be presented to the ERG and the UNCT.
- **The debriefing presentation** to be presented and discussed with the ERG, the UNCT and the UN MEWG during the debriefing meetings at the end of the field phase, synthesizing the main preliminary findings.
- **A Powerpoint presentation of the second draft of the UNDAF evaluation report**, to be made via teleconference, during a validation workshop, in order to facilitate (1) getting a consensus on the report contents; (2) increasing stakeholders' ownership over the report; (3) agreeing to the conclusions and recommendations; and (4) speeding up drafting the management response process.
- **The evaluation report**, which should be based on two rounds of commenting on draft evaluation reports, taking into account potential comments from the ERG and the UNCT. The evaluation report should comprise a set of clear, forward-looking and actionable recommendations logically linked to the findings and conclusions, and identify lessons learnt to improve the strategies, implementation mechanism, and management of the next UNDAF, focusing on the Outcomes 1, 2, 3, 4 and 5.

All deliverables will be drafted in English, and will be considered the property of the UN.

TIMEFRAME

- Desk review – starts in April 2015,
- Field mission – starts in May 2015,
- Report drafting – June/July

UNDAF EVALUATION 2015 - AGENDA AND TIME FRAME



INITIAL BILBLIOGRAPHY AND RESOURCES

- UNDAF Action Plan 2012-2016, and updates of indicators
- UNDAF annual reports
- UN agency Country Programme Documents
- Common Country Assessment (CCA), 2010/2011
- Country Programme Evaluations and other thematic evaluation reports

  Agencies conducting their CPEs in 2015 explore ways to coordinate with the UNDAF evaluation, and to ensure contribution of their agency-specific evaluations to the UNDAF evaluation.
- UN agency Country Office Annual Reports
- LSIS, Laos Social Indicator Survey
- 7th National Socio-Economic Development Plan (NSEDP)
- Draft 8th National Socio-Economic Development Plan (NSEDP)
- Evaluation of Poverty Reduction Efforts in Laos, National Leading Committee for Rural Development and Poverty Eradication (NCRDPE), March-May 2015
- etc.

BUDGET

The costs of the UNDAF evaluation will be covered by UNCT's budget and contributions to be made by individual UN agencies harmonizing their 2015 evaluation plans.

Payment of fees will be based on the delivery of outputs, as follows:

- Upon satisfactory submission of the draft evaluation report: 70%
- Upon satisfactory submission of the final evaluation report: 30%

STRUCTURE OF THE UNDAF EVALUATION REPORT

The UNDAF Evaluation Report should be developed in accordance with the UNEG "Standards for Evaluation in the UN system", "Norms for Evaluation in UN System and "Ethical Guidelines for Evaluation". The report will not be longer than 50 pages, and should include the following sections:

1. Executive Summary
2. Introduction (Context and national priorities, Purpose, Scope, and methodology, brief description of the results)
3. A Reflection on the main findings which considers: (a) the results of the desk review of existing documentation available, and (b) the interviews/meetings/discussions conducted with key stakeholders including, (c) the data collected during the field mission

   3.1. **Relevance and coordination** of the UNDAF as a whole in relation to the issues it was designed to address as well as their underlying causes, following the sequence of the evaluation questions as presented in this TOR

   3.2. **Effectiveness** of the UNDAF, and the extent to which planned results, including outcomes are achieved as a result of the UNDAF implementation, following the sequence of the evaluation questions as presented in this TOR, starting with a general overview, before going into the details per Outcome, for the Outcomes 1 to 5.

   3.3. **Sustainability,** assessing the durability of results starting with a general overview,

before going into the details for Outcomes 1,2,3,4 and 5.

4. Major Challenges
5. Conclusion
6. Lessons learnt
7. Recommendations and follow-up plan
   7.1. Current UNDAF
   7.2. Next UNDAF
8. Annexes might include the following:

   - Assessment of the progress by outcomes in relevance to the nationally defined goals.
   - Photos
   - Stories worth telling (Most Significant changes [MSC])
   - List of used documents and persons met.
   - TOR
   - The evaluation matrix

Draft

15 – 9 - 15

Lao PDR UNDAF Evaluation Report

Annex 2 Documents consulted

Table of Contents

Part A. SUBSTANTIVE DOCUMENTS, BY OUTCOME AND ISSUES

An attempt has been made in the following list to group documents according to their respective Outcome and Output. However this has not always been possible because report or document titles do not always correspond to a particular output. Furthermore, for many outputs, documentation was not received.

Furthermore, some thematic areas are covered under more than one Outcome (e.g. tourism and cleaner production under both Outcome 1 and 7, and nutrition under Outcomes 4 and 5).

This highlights the need for a rearrangement and restructuring of Outputs in the next UNPF under appropriate thematic areas or Outcomes, along issues lines.

OUTCOME 1 EQUITABLE AND SUSTAINABLE GROWTH

1.1 Economic policy and planning

(Output 1.3, 1.9)

- 2013 Lao MDG Progress Report
- Aidan Cox (UNDP) Review of Sector Working Group Mechanism in Lao PDR: Findings and Recommendations (Draft: 17 February 2011) (UNDP Asia-Pacific Regional Centre, Bangkok)
- GoL Paper entitled "Sector Working Groups" GoL (October 2014)
- Ministry of Planning and Investment. 2011. The Seventh Five Year National Socio-Economic Development Plan (2011-2015)
- Ministry of Planning and Investment. 2013. Mid-Term Review of 7^{-th} Five Year National Socio-Economic Development Plan (2011-2015)
- Ministry of Planning and Investment. 2014. Round Table Implementation/ Meetings background document and reports (http://www.rtm.org.la)
- Ministry of Planning and Investment. 2015. Five Year National Socio-Economic Development Plan VIII (2016-2020). 5^{-th} draft
- The study on LDC Graduation and Implications to Socioeconomic Development of Lao PDR – Lesson Learnt from Post-LDCs "Maldives and Samoa"

1.2 Population

(Output 1.5)

- Gavin Jones (UNFPA), 2015. Understanding Population and Development in Lao PDR: Understanding Opportunities, Challenges and Policy Options for Socio-Economic Development with Special Reference to The 8th National Socio-Economic Development Plan Period, 2016-2020 (April 2015)
- Geoffrey Hayes, 2015. Country Population Assessment Lao PDR (Draft 01 July 2015) (UNFPA)
- MPI and UNICEF. 2014. Children in Lao PDR: Situation Analysis Update
- MPI Situation Analysis of children and women (MPI), 2013
- National Commission for Mothers and Children (NCMC) Strategic Plan for Mothers and Children, 2011 – 2015 (12 April 2012)
- NCMC and UNICEF. 2012. National Mother and Child Strategy and Plan of Action 2011-2015.
- UNFPA Adolescent and Youth Situation Analysis, 2015
- UNFPA Population Dynamics assessment, 2014/15

- United Nations Department of Economic and Social Affairs/Population Division. 2012. World Population Prospects: The 2012 Revision. Volume II: Demographic Profiles

1.3 Aid effectiveness

(Output 1.14)

- MPI/ UNDP "Guidance note for the preparation for the 2015 High Level Round Table Meeting" (Prepared by Department of International Cooperation, Ministry of Planning and Investment in consultation with UNDP) (Final version 15 May 2015)
- UNDP/GoL Vientiane Declaration on Partnership for Effective Development Cooperation (2016-2025) Draft, to be signed at 12th High Level Round Table meeting, October 2015
- UNDP. Development Finance and Aid Assessment (DFAA) Lao PDR Country Study

1.4 Employment promotion

(Output 1.9, 3.5)

- ILO and Lao Statistics Bureau. 2012 Labour Force Survey Report Lao PDR (Output 1.9)
- ILO. 2015. Lao Country Brief on ASEAN Community 2015: Managing integration for better jobs and shared prosperity
- Ministry of Labour and Social Welfare (MoLSW), National Committee for Rural Development and Poverty Eradication, Ministry of Planning and Investment (MPI), and International Labour Organization (ILO). 2014. Baseline Study on Social-economic situation of Two Target Village Clusters in Sekong Province: Tok-Ongkeo and Xienglouang. Decent Work Country Programme in Lao PDR.
- Oudet Souvannavong. 2013. Better Matching and Anticipating of Skills in Lao PDR -A Mapping Report to Facilitate the Lao National Chamber of Commerce and Industry Policy Development. Lao National Chamber of Commerce and Industry and ILO.

1.5 Economic development and poverty reduction

(Outputs 1.1, 1.4)

- Akhand Tiwari and François Coupienne, UNCDF. 2014. Developing your branchless banking strategy, Mobile Money for the Poor in Lao PDR. *Briefing Note 1.* UNCDF
- Dr. Camille Bann. 2011. The Poverty-Environment Initiative Lao PDR Evaluation of Phase I (2009-2011) & Recommendations for a Possible Next Phase (2012-2015)
- Kris B. Prasada Rao. 2011. Lao PDR Country Report: Mid-Term Review of the UNDP-UNEP Poverty-Environment Initiative (PEI) Scale-Up
- UNDP and UNEP. [No date]. Poverty-Environment Initiative in Lao PDR. Factsheet
- UNDP. [No date]. UNDP Poverty Reduction Unit Brief
- UNDP. 2014. Poverty Environment Initiative. *PEI Factsheet* 2014

1.6 Sustainable tourism and clean production

(Output 1.2, 7.7)

- Franck Caussin. 2012. Annual Data Report – Project achievements against approved annual workplan October 2011 – September 2012 and financial monitoring. UN Trade Cluster Programme (Output 2.2?)
- Lao Clean Production Clean Production Center. Publications at http://www.laocpc.org/index.php/home/86-english/138-welcome-to-cleaner-production-center-lao-pdr
- Swiss Consulting. 2012. Enhancing sustainable tourism, clean production and export capacity in Lao People's Democratic Republic. Project monitoring report (Output 1.2)
- UN CEB Inter-Agency Cluster on Trade and Productive Capacity:
- UN Trade Cluster Programme: Components 1 & 5, Project document
- UNCTAD, UNIDO, ITC, ILO, and UNOPS. 2011. Enhancing sustainable tourism, clean production and export capacity in Lao PDR. Project document

- UNCTAD, UNIDO, ITC, ILO, and UNOPS. 2011. Enhancing sustainable tourism, clean production and export capacity in Lao PDR. Project Brief
- UNIDO. Case Study - Cleaner Production: Hotel Sector. Hotel De la Paix, Luang Prabang, Cleaner Production Centre, Lao PDR.
- UNIDO. Case Study - Cleaner Production: Hotel Sector. Hotel Manoluck, Luang Prabang, Cleaner Production Centre, Lao PDR.
- UNIDO. 2011. Trade capacity-building in the Mekong Delta countries of Cambodia and Lao People's Democratic Republic through strengthening institutional and national capacities related to standards, metrology, testing and quality (SMTQ) phase III. Project document (Output 1.15)
- World Trade Organization. 2013. Enhance Integrated Framework (EIF) Tier 2 Project. Project Document

OUTCOME 2 PUBLIC SERVICES, HUMAN RIGHTS AND PARTICIPATION

- Richard Slater and Khamlouang Keoka, 2012. Trends in the Governance Sector of the Lao PDR (February 2012, Swiss Agency for Development and Cooperation, SDC)
- UNDAF Outcome Group, 2013. UNDAF AP Annual Review Report, Outcome 2, 2012 Draft
- UNDP. [No date]. UNDP Governance Unit Brief

2.1 Democratic governance and people's participation

(Output 2.1)

- Somsouk Sananikone & Mike Winter, 2015. National Assembly Strategic Support Project (NASSP) Evaluation Report (Draft for discussion)
- Thusitha Pilapitiya, Khampasong Ratsachak, and Diane Sheinberg. 2012. Support to and Efficient Lao National Assembly (SELNA) Joint Programme Final Evaluation

2.2 Delivery of public services in local government

(Output 2.2)

- Dr. Savengkith Phommahack and Assistant team including MoHA Staff (DLA), UNCDF- GoL (2014) Report (Second Draft) on the Analysis of District Development Fund (DDF) Mechanism integrating into Government Systems including possible support to its "3 Builds" or Samsang Initiative
- Dr. Savengkith Phommahack. 2015. Report on the Analysis of District Development Fund (DDF) Mechanism integrating into Government Systems. Second Draft. MOHA and UNCDF (Output 2.2)
- Juan Luis Larrabure, Souklaty Sysaneth, Luz Lopez-Rodriguez, and Ny Luangkhot. 2015. Review of District Development Fund (DDF). DDF Stand Alone Report for GPAR Assessment and Concept Development Lao PDR
- Ministry of Home Affairs. 2014. Summary DDF Implementation Report Fiscal Year 2013-2014. NGPAR Programme. GPAR SCSD (Output 2.2)
- UNCDF Briefing Note, Lao PDR Strategy – Financial Services (9 April 2014)
- UNCDF. 2014. Making Access to Finance more Inclusive for the Poor People. Programme Document. Lao PDR
- UNCDF. 2014. Summary of DDF Beneficiaries 2012-2014
- UNCDF. 2014. Summary of Local Officials DDF Training 2012-2014

2.3 Community participation

(Output 2.8)

- Birgitte Jallov. 2014. Community Participation and Communication Support Programme (CPCSP) Midterm Evaluation
- Dr. Adam NOVAK. 2014. Mid-term Evaluation Report of the Civil Society Support Programme (CSSP) in Lao PDR
- UNDP. 2014. Enabling Environment for Civil Society Civil Society Support Programme. Programme Brief

- UNDP. 2015. Briefing Note for UNDAF Evaluation Field Visit to Oudomxay: UNDP site: Namor Community Radio Station (Output 2.8.2)
- UNDP. 2015. Community Participation and Communication Support Programme. Programme Brief

2.4 Public administration reform

(Output 2.9)

- Juan Luis Larrabure, Souklaty Sysaneth, Luz Lopez-Rodriguez, and Ny Luangkhot. 2015. GPAR Assessment and Concept Development Lao PDR. (2 November to 11 December 2014) Main Report (Output 23.2, 2.9)
- UNDP, 2015 Project review Strengthening Capacity for Service Delivery of Local Administrations (GPAR- SCSD) project. (National Governance and Public Administration Reform (N-GPAR) Programme Ministry of Home Affairs (MoHA) (January 2015)
- UNDP. [No date]. Governance and Public Administration Reform National GPAR Programme Secretariat Support Project (GPAR NGPS). Project Brief (Output 2.9)
- UNDP. [No date]. Strengthening Capacity and Service Delivery of Local Administrations (GPAR SCSD). Project Brief (Output 2.9)
- UNDP. [No date]. Strengthening the Legal and Institutional Framework for Effective Public Administration (GPAR SLIFEPA). *Project Brief* (Output 2.9)

2.4 Rule of Law

(Output 2.4, 2.5)

- GoL Anti-Corruption Strategy until 2020 4/12/2012. (Output 2.5)
- Ministry of Justice. 2009. Master Plan on Development of the Rule of Law in the Lao PDR toward the Year 2020 (Output 2.4)
- UNDP. 2015. Support Project for Implementation of Legal Sector Master Plan. Project Brief (Output 2.4)
- UNODC Brochure on Anti-Corruption (Regional Programme for Southeast Asia, 2014 – 2017, Sub-Programme 2)
- UNODC Brochure on Criminal Justice Systems (Regional Programme for Southeast Asia, 2014 – 2017, Sub-Programme 4)
- UNODC Brochure on Promoting the rule of law and addressing drugs and crime in Southeast Asia) (Regional Programme for Southeast Asia, 2014 – 2017, Sub-Programme 4)

2.5 Human rights

(Output 2.13?)

- Human Rights Council. 2014. Compilation prepared by the Office of the United Nations High Commissioner for Human Rights in accordance with paragraph 15 (b) of the annex to Human Rights Council resolution 5/1 and paragraph 5 of the annex 16/21: Lao People's Democratic Republic. United Nations General Assembly. A/HRCWG.6/21/LAO/2.
- Human Rights Council. 2014. National report submitted in accordance with paragraph 5 of the annex to Human Rights Council resolution 16/21: Lao People's Democratic Republic. United Nations General Assembly. A/HRCWG.6/21/LAO/1.
- Human Rights Council. 2015. Report of the Working Group on the Universal Periodic Review: Lao People's Democratic Republic. United Nations General Assembly. A/HRC/29/7.
- The United Nations. 2014. Contribution by The United Nations in the Lao People's Democratic Republic for The 21-St Session of The Universal Periodic Review, 2015. (on Human Rights)
- UNEG Guidance Document on Integrating Human Rights and Gender Equality in Evaluation -- Towards UNEG Guidance (UNEG/G (2011)2)
- UN Human Rights Council (2015) Universal Periodic Review (UPR) on Human Rights in Lao PDR, Draft chapters 1 – 3 and Recommendations (15 February 2015)
- UN Human Rights Council (2015) Universal Periodic Review Recommendations *(Recommendations to be examined by Lao People's Democratic Republic in responses to be submitted to the 29th session of the United Nations Human Rights Council (15 June to 3 July 2015)*

- OHCHR (?) “Rights Up Front” Detailed Action Plan (Updated January 2014)

OUTCOME 3 EQUITABLE EDUCATION AND TRAINING

3.1 Educational planning and policy

(Output 3.1)

- Draft Education Sector Development Plan (ESDP) 2016-2020
- Education Sector Working Group (ESWG) and Focal Group minutes and agendas
- GFTE, Education law (draft education law)

3.2 Education support issues

(Outputs 3.2, 3.3, 3.4)

- JSRM ToR and mission reports (Education?)
- Ministry of Education and Sports. 2013. Education Quality Standards for **Primary Education** (includes school WASH facilities) (Output 3.3)
- Pearce, Lyndal. 2011. Social and Cultural Barriers to Rural Adolescent Ethnic Community Girls Accessing **Lower Secondary Schools** in Northern Lao PDR. Plan International Laos and ChildFund Laos.
- Policy on promoting **school Lunch** (May 2014)
- Progress reports for the National **school meals** programme
- ToR Technical working on **school meals** and minutes from meetings (including the round table meeting)
- UNFPA. 2015. **School Meals** Factsheet

OUTCOME 4 HEALTH AND SOCIAL WELFARE SERVICES

4.1 Health-related issues

4.1.1 Health planning and management

(Output 4.1, 4.2)

- Kongsap Akkhavong, Chanthakhath Paphassarang, Chandavone Phoxay, Manithong Vonglokham, Chansaly Phommavong, and Soulivanh Pholsena. 2014. Lao People’s Democratic Republic Health System Review, Health System in Transition. Vol.4, No.1. WHO
- Ministry of Health 2015. 8th Health Sector Development Plan 2016 – 2020: Comments from Development Partners;
- Ministry of Health and Lao Statistics Bureau. 2012. Lao Social Indicator Survey (LSIS) 2011 – 12 (Multiple Indicator Cluster Survey/ Demographic and Health Survey)
- Ministry of Health, 2013 Health Reforms Strategy and Plan of Action 2013-2020;
- Ministry of Health. 2011. The VII^{-th} Five- Year Health Sector Development Plan (2011-2015);
- Ministry of Health. 2013. Draft Strategy Health Sector Reform by 2020. Vientiane Capital;
- Ministry of Health. 2013. Health Sector Reform Framework Lao PDR to 2025. Draft document
- Ministry of Health. 2014. Directions and Functions of the 8^{-th} Five-Year Health Sector Development Plan (2016 – 2020)

4.1.2 Mother and child health

(Output 4.5)

- Alice Levisay Mid-Term Review of the United Nations Joint Programme on Maternal, Newborn and Child Health2011-2015, Supported by the Grand Duchy of Luxembourg, Final Report: 27 September 2013 (Output 4.5)
- Dr. Joan Skinner and Dr. Ketkesone Phrasisombath. 2014. Evaluation of the Midwifery Component of the SBA Development Plan, Lao PDR 2008-2012
- Esther Muia. 2012. Evaluation of UNFPA Support to maternal health, Mid-Term Evaluation of the Maternal Health Thematic Fund. Lao PDR Country Case study
- Evaluation of the implementation of the Lao PDR Government’s Skilled Birth Attendance Plan 2008-2012 (but used until 2014/15 with UNFPA support)

- Ministry of Health. 2009. Strategy and Planning Framework for an Integrated Package of Maternal, Neonatal and Child Health services 2009-2015. Vientiane (Output 4.5)
- Ministry of Health. 2015. Draft Midwifery Improvement Plan 2016-2020 (Output 4.5)
- Ministry of Planning and Investment, Ministry of Health, National University of Laos, and Lao Women's Union. 2014. Improve maternal health, key determinants affecting maternal health in Lao PDR. UNFPA
- Strategy and Planning Framework for the Integrated Package of Maternal, Neonatal and Child Health Services 2009-2015, Taking Urgent and Concrete Action for Maternal, Neonatal and Child Mortality Reduction in Lao PDR (2009)
- UNFPA. 2015. Briefing Note for UNDAF Evaluation Field Visit to Oudomxay: UNFPA site: Oudomxay Public Health School and the Midwifery Programme
- UNICEF. 2015. Briefing Note for UNDAF Evaluation Field Visit to Oudomxay: UNICEF activities Immunization in Namor District Hospital

4.1.3 Sexual and reproductive health (RH)

(Output 4.4, 4.6)

- Ibnou Diallo. 2012. Survey Availability of Modern Contraceptives and Essential Life Saving Maternal/Reproductive Health Medicines in Service Delivery Points in Lao PDR. 2012 Survey Report. UNFPA
- Indochina Research Limited. 2014. Facility Assessment for Reproductive Health Commodities and Services in Lao PDR. 2014 *Survey Report*. UNFPA
- Nguyen-Toan Tran. 2013. Accelerating Progress in Family Planning in Lao PDR, National Family Planning Action Plan for 2014, 2015 and beyond.
- Sam Clark and Niramonh Chanlivong. 2014. Report for an Evaluation of two UNFPA Lao PDR Programmes: Community Based Distribution (CBD) and Individuals, Families, and Communities (IFC) (family planning services)
- Sychareun Vanphanom, Phengsavanh Alongkone, and Hansana Visanou. [No date]. Country Profile on Universal Access to Sexual and Reproductive Health
- UNFPA - Rizvina DeAlwis, Deputy Representative, Thomas Lammar, M&E Officer, Oulayvanh Sayarath, HSS Officer, Vanly Lorkuangming, Communications Associate (24 June 2015) Visit to: Phongsaly province: Phongsaly and Boun Neua Districts , to observe and assess the implementation of UNFPA's SRH programme in Phongsaly and to provide M&E support to the Ministry of Health.
- Vilayphone Chouramany and Juergen Piechotta. 2011. UNFPA RH3 *Final Evaluation report*

4.1.4 Nutrition

(Outcome 4, Outputs 5.1, 5.2 and 5.3)

- CEB Monitoring Matrix Lao PDR: Accelerating Progress towards Improved Nutrition for Women and Children *(April 2015)*
- CEB Review of MDG Implementation at the Country Level (Annex 5) CEB MDG Acceleration Review – Summary Progress Report April 2015 Including Lao PDR (25 April 2015) (Nutrition)
- Country Note for MAF meeting. 2014, Accelerating progress towards improved nutrition for women and children (5 November 2014)
- Jack Bagriansky and Saykham Voladet. 2013. The Economic Consequences of Malnutrition in Lao PDR: A Damage Assessment Report. Working paper. UNICEF and MPI
- Lao PDR Nutrition programme, 8 June 2015
- Ministry of Agriculture and Forestry. 2014. Country Note – Lao People's Democratic Republic: Accelerating progress towards improved nutrition for women and children
- Ministry of Health. 2008. National Nutrition Policy
- Ministry of Health. 2009. National Nutrition Strategy and Plan of Action 2010-2015. Vientiane Capital.
- NERI, 2013 Impact of Economic Consequence due to Malnutrition (NERI), 2013

- Silke Stoeber, Engsone Sisomphone, and Chusana Han. 2013. Women, Food and Land: Understanding the impact of gender on nutrition, food security and community resilience in Lao PDR. Care International in Lao PDR
- Stoeber, Silke, Engsone Sisomphone and Chusana Han. 2013. Women, Food and Land: Understanding the impact of gender on nutrition, food security, and community resilience in Lao PDR. Food Security Risk and Vulnerability Survey Summary Report. Vientiane: Care International, National University of Laos, AusAID and FAO.
- UNFPA. 2015. Nutrition *Factsheet*
- United Nations. 2013. Recommendations for Multisectoral Food and Nutrition Security Action Plan 2014-2020.
- WFP. 2015. Briefing Note for UNDAF Evaluation Field Visit to Oudomxay: WFP site: Mother and Child Health and Nutrition (MCHN)
- WFP. 2015. Reducing Undernutrition and its Impacts on Individuals and National Development in Lao PDR 2013 -2015. Country programme summary

4.1.5 Drug control

(Output 4.9, 1.7)

- Dr. M. Suresh Kumar. 2010. Rapid Assessment and response to drug use and injecting drug use in Huaphanh and Phongsaly in Lao PDR. HAARP Lao PDR, 2010 (Output 4.9?)
- The Government of the Lao PDR/UNODC 2009. National Drug Control Master Plan 2009-2013 – A Five Year Strategy to Address the Illicit Drug Control Problem in the Lao PDR, UNODC (Output 2.10)
- UNODC Brochure on Drugs and Health, and Alternative Development (Regional Programme for Southeast Asia, 2014 – 2017, Sub-Programme 5)

4.1.6 Water and sanitation

(Outcome 2, Output 2.11, 4.7, 8.7)

- 2009 Law on **Urban Water Supply** [the principal law governing the urban water supply sector]
- Department of Housing and Urban Planning, UN-Habitat, and UNDP. 2013. National Water Supply and Sanitation Strategy for Emerging Towns (2013-2020) (Output 2.11)
- Geoff Mills. 2013. External End Evaluation of the MEK-WATSAN Roll-Out Phase 1
- Ministry of Education and Sports. 2013. Education Quality Standards for Primary Education (includes school WASH facilities)
- Ministry of Health and Lao Statistics Bureau. 2012. Lao Social Indicator Survey (LSIS) 2011-12. (Multiple Indicator Cluster Survey /Demographic and Health Survey). WASH Section. UNFPA
- Ministry of Health. 2012. National Plan of Action for Rural WASH
- Ministry of Health. 2014. Drinking Water Quality standard document
- Ministry of Natural Resources and Environment. 2014. Draft Policy on Water Resources. (under discussion)
- Ministry of Public Works and Transport. 2012. Small Town / Emerging Town Water Supply and Sanitation Sector Strategy (Output 2.11)
- Ministry of Public Works and Transport. 2013. Urban Water Supply and Sanitation Sector Strategy
- SWA-HLM Commitment 2014 and periodic reports (e.g. WASH 1st Joint Sector Review Report [to be released middle of June 2015])
- UN-Habitat. 2012. Mekong Region Water and Sanitation Initiative (MEK-WATSAN) Activity Plan and Budget (November 2012 – June 2013) (Output 4.7?)
- UN-Habitat. 2013. Adaptation of the International Guidelines on Decentralization and Access to Urban Basic Services (Output 4.7?)
- UNSCAP, UN-Habitat, and AIT. [No date]. Policy guidance manual on wastewater management with a special emphasis on decentralized wastewater treatment systems in South-East Asia (Output 2.11, 8.7)
- WHO/UNICEF JMP Reports, 2014 update; GLAAS Report, 2014 (**WASH?** TBC**)**

4.2 Social welfare issues

4.2.1 Children

(Output 4.10, 1.10)

- 2014. Analysis of the **Justice System as it Relates to Children** in Lao PDR
- 2014. Assessment of the **Child and Family Welfare System**
- 2014. National Strategy and Plan of Action on the Prevention and Elimination of the Worst Forms of **Child Labor** in Lao PDR 2014-2020
- 2014. **Violence against Children** survey
- ADB and WB. 2012. Country Gender Assessment for Lao PDR: Reducing vulnerability and increasing opportunity.
- Anne Nielsen and Dr Vanhmany Chanhsomphou. 2006. Needs and Potential for Rural Youth Development in Lao PDR, Food Security Risk and Vulnerability Survey- Summary Report, Vientiane, Lao PDR. Bangkok. FAO and CARE
- Child wellbeing study (NCMC), 2012
- Draft Law on combatting violence against women and children
- ILO and Lao Statistics Bureau. 2012. Report on the National Child Labour Survey 2010 of Lao PDR
- MPI and UNICEF. 2014. Children in Lao PDR: Situation Analysis Update
- Ms Sommay Sibounheuang, Carolyn Hamilton, Ruth Barnes and Kara Apland. 2013. Assessment of Existing Mediation Practices Involving Children in Lao PDR
- Multiple Overlapping Deprivation Analysis, Analysis, 2015
- NCMC and UNICEF. 2012. National Mother and Child Strategy and Plan of Action 2011-2015.
- Situation Analysis of children and women (MPI), 2013
- Thongsing Thammavong. 2014. Prime Minister's Decree on Adoption and Implementation the National Strategy and Plan of Action on Prevention and Elimination of the Child Labour in Lao PDR, 2014 – 2020
- Understanding Children's Work (UCW) Programme. 2014. Understanding children's work and youth employment outcomes in Laos. Summary Report
- UNICEF. Convention on the Rights of the Child (CRC).Concluding observations on the report submitted by Laos under article 12, paragraph 1, of the Optional Protocol to the Convention on the Rights of the Child on the sale of children, child prostitution and child pornography* * Adopted by the Committee at its sixty-ninth session (18 May – 5 June 2015). CRC/C/OPSC/LAO/CO/1

4.2.2 Women

(Outputs 10.1, 10.2, 10.3)

- Author unknown Report on Violence against Women in Lao PDR[8990] (draft first three chapters)
- Care International and the Lao Women's Union. [No date]. Just Beginning: An analysis of the risks of abuse and exploitation of sex workers in Vientiane Capital. Vientiane Capital
- Care International and the Lao Women's Union. [No date]. Understanding Women's Legal Rights: An analysis of the legal enabling environment for addressing violence against women in the Lao PDR. Vientiane: Care International.
- Care International and the Lao Women's Union. [No date]. Understanding Women's Legal Rights: An analysis of the legal enabling environment for addressing violence against women in the Lao PDR. Vientiane Capital
- Care International. 2012. Sewing the Line: a qualitative baseline analysis of the risks and opportunities posed for young women by migration from rural Laos to Vientiane for the purpose of employment in the garment manufacturing industry. Vientiane: Care International, Australian Aid and the National University of Laos. (Dr. Linda Malam, Mr. Phonexay Sithirajvongsa, Ms. Vanthavy Souphanouvong, Mrs. Kongphet Meuangchan and Ms. Nadine Hoekman)
- Draft report on prevalence of Violence Against Women in Lao PDR, 2015

OUTCOME 5 FOOD SECURITY AND NUTRITION[91]

5.1 Agriculture planning

[91] NB Reports relating to nutrition and malnutrition are included under 6.5 above

(Output 5.3)

- FAO. 2012. **Food Security** in Lao PDR: A Trend Analysis 2012
- FAO **Country Programme Framework** for Lao PDR, 2013 – 2015
- FAO Evaluation of FAO's Country Programme in Lao People's Democratic Republic, 2009 – 2014 (Draft for comments, August 2015)
- Government of the Lao PDR and FAO. 2014. "National Rice Policy to Ensure Food Security." Draft document
- Josh Brann and Athsaphangthong Munelith. 2014. Mainstreaming Biodiversity in Lao PDR's Agricultural and Land Management Policies, Plans and Programmes Mid-term Review Report
- Ministry of Agriculture and Forestry. 2013. Agriculture Strategy from now to 2020. Draft Document
- Ministry of Agriculture and Forestry. 2013. Lao PDR Risk and Vulnerability Survey Analysis Report 2012/13
- Ministry of Agriculture and Forestry. 2013. Upland Development Strategy for Agriculture and Rural Development, 2015-2020: Northern Uplands Development Programme
- Ministry of Agriculture and Forestry. 2014. National Plan of Action for Disaster Risk Reduction and Management in Agriculture
- Ministry of Agriculture and Forestry. 2015. Agricultural Development Strategy 2025 and Vision 2030.
- The United Nations. 2013. UN recommendations on the multisectoral food and nutrition security action plan 2014-2020
- WFP. 2013. Food and Nutrition Security Atlas of the Lao PDR

5.2 Agriculture-related projects

(Output 1.6, 1.8)

- Alan Ferguson and Fongsamuth Phengphaengsy. 2014. Mid-term Evaluation of Improving the Resilience of the Agriculture Sector in Lao PDR to Climate Change Impacts (IRAS Project (UNDP/GEF))
- Anne Nielsen and Dr Vanhmany Chanhsomphou. 2006. Needs and Potential for Rural Youth Development in Lao PDR, Food Security Risk and Vulnerability Survey- Summary Report, Vientiane, Lao PDR. Bangkok. FAO and CARE
- Paavo Eliste, Nuno Santos, and Dr. Phouang Parisak Pravongviengkham. 2012. Lao People's Democratic Republic Rice Policy Study 2012. IRRI, World Bank, FAO, and MAF
- Steering Committee for the Agricultural Census Agricultural Census Office. 2012. Lao PDR Lao Census of Agriculture 2010/11 Highlight.
- UNDP Project Brief "Support to Integrated Irrigated Agriculture in 2 Districts in Bolikhamxay (SIRA)" (March 2015)
- UNDP 2015. LAO PDR: Improving the Resilience of the Agriculture Sector to Climate Change Impacts (IRAS). *Project Brief* (UNDP/GEF)
- UNDP/GEF Project Brief "Mainstreaming biodiversity in Lao PDR's agricultural and land management policies, plans and programmes" (Agrobiodiversity Project - "ABP") Project ID: 0075435 (March 2015)
- UNODC. 2015. Briefing Note for UNDAF Evaluation Field Visit to Oudomxay. UNODC site: Improved Livelihoods and Food Security through Alternative Development

5.1 Nutrition

- Lao PDR (2015) Country Note – Lao PDR, Accelerating progress towards improved nutrition for women and children
- CEB Third MDG Acceleration Review (April 2015). Extract on Lao PDR report included in Annex 5 Review of MDG Implementation at the Country Level on "Accelerating progress towards improving nutrition for women and children"
- CEB Monitoring Matrix: Lao PDR "Accelerating progress towards improving nutrition for women and children"

OUTCOME 6 HIV/AIDS PREVENTION, TREATMENT AND SUPPORT

6.1 HIV/AIDS planning and policy

- How Will We Fast-Track the AIDS Response (Discussion Paper for Global Consultation on UNAIDS 2016-2021 Strategy)
- Prof Dr. Eksavang Vongvichith. 2014. National HIV and AIDS Strategy and Action Plan 2016-2020, Lao PDR

6.2 HIV/AIDS response

(Output 6.1, 6.2, 6.3)

- 2013. Gender Assessment of the National HIV response in the Lao PDR
- 2014. HIV Epidemic Review and Impact Analysis, Lao People's Democratic Republic
- 2015. Lao PDR Country Progress Report (Global AIDS Response Progress Country Report, 2015)
- Dr. Eksavang Vongvichith. 2014. Lao PDR Country Progress report. Global AIDS response progress
- Lao PDR Country Progress Report (Global AIDS Response Progress, Country Report 2015) (not received, but informed about).

OUTCOME 7 NATURAL RESOURCES AND THE ENVIRONMENT

7.1 Natural resources and environmental planning and policy

- Lesley Perlman. 2013. Meeting the Primary Obligations of the Rio Conventions through Strengthening Capacity to Implement Natural Resources Legislation. Final Evaluation Report
- National Environment Committee. 2009. National Adaptation Programme of Action to Climate Change.
- UNDP. [No date]. UNDP Environment Unit Brief

7.2 Best techniques and environmental practices, and management of persistent organic pollutants (POPs)

- Demonstration of BAT and BEP in fossil fuel-fired utility and industrial boilers in response to the Stockholm Convention on POPs - Project document and Progress/Annual reports namely of project
- Enabling activities to review and update the national implementation plan (NIP) under the Stockholm convention on persistent organic pollutants (POPs) in Laos – Project document and Progress/Annual reports namely of project
- Latdaphone Banchongphanith, Khonekeo Kingkhambang, and Daovinh Souphonpakdy. 2015. Report on Preliminary Inventory of PolyBrominated Diphenyl Ethers (PBDEs) in Lao PDR (for solid waste management)
- Latdaphone Banchongphanith, Khonekeo Kingkhambang, and Daovinh Souphonpakdy. 2015. Report on Preliminary Inventory of PerFluoroOctane sulfonate (PFOS) PFOS in Lao PDR (relates to waste management – forest industry)
- UNIDO. 2010. Regional Project of the Governments of Cambodia, Indonesia, Lao PDR, Mongolia, Philippines and Thailand. Demonstration of BAT and BEP in fossil fuel-fired utilities and industrial boilers in response to the Stockholm Convention on POPs. Project document
- UNIDO. 2011. Regional Project of the Governments of Cambodia, Indonesia, Lao PDR, Mongolia, Philippines and Thailand. Demonstration of BAT and BEP in fossil fuel-fired utilities and industrial boilers in response to the Stockholm Convention on POPs. Project progress report
- UNIDO. 2012. Regional Project of the Governments of Cambodia, Indonesia, Lao PDR, Mongolia, Philippines and Thailand. Demonstration of Best Available Techniques (BAT) and Best Environmental Practices (BEP) in fossil fuel-fired utilities and industrial boilers in response to the Stockholm Convention on POPs. Midterm review
- UNIDO. 2013. Cleaner Production Center Lao PDR Annual Report
- Vang Phommasack and Permod Kumar Gupta. 2012. Cleaner Production Centre of Laos. Annual Report 2011
- WREA. 2010. National Implementation Plan for the Stockholm Convention on Persistent Organic Pollutants in Lao P.D.R. UNIDO and GEF. Vientiane, Lao PDR

OUTCOME 8 CLIMATE CHANGE AND NATURAL DISASTER REDUCTION

8.1 Climate change

(Output 8.3, 8.4)

- Imelda Bacudo (GIZ) Power Point on "Promoting Resilience in ASEAN" (GIZ, Deutsche Gesellschaft für Internationale Zusammenarbei), Climate Safe Conference – Montpellier, March 16-18, 2015
- National Capacity Self-Assessment Evaluation
- Permod Kumar Gupta. 2012. Benchmarking Study- Specific Energy Consumption (SEC) and Green House Gas (GHG) emission in Construction Sector in Lao PDR. UNIDO
- Second National Communication to the UN Framework Convention on Climate Change (UNFCCC)
- UNDP. 2013. Integrated Disaster and Climate Risk Management Project in Lao PDR. *Project Brief*

8.2 Disaster relief and rehabilitation

(Output 8.2)

- UNDP. 2015. Effective Governance for small-scale rural infrastructure and disaster preparedness in a changing climate Project. *Project Brief*
- UN-Habitat. [No date]. Building Back Better (BBB) guidelines for post-disaster housing reconstruction adopted to Lao PDR

OUTCOME 9 REDUCED IMPACT OF UNEXPLODED ORDNANCE

9.1 UXO reduction planning and policy

(Output 9.1)

- Thongsing Thammavong. 2012. National Strategic Plan for the UXO Sector in the Lao People's Democratic Republic 2011 – 2020. "The Safe Path Forward II". (http://www.nra.gov.la/resources/UXO%20Sector%20Strategy/SPFII%20%20Eng.pdf)
- UNDP 2012. Beyond the Horizon: Reducing UXO Impact fore Poverty Reduction in Lao PDR. Brochure
- UNDP. [No date]. UXO Unit Brief

9.2 Support to UXO reduction

(Outputs 9.2, 9.3, 9.4)

- Capacity Development Strategies of UXO Laos Sector institutions: NRA and UXO Lao – facilitated by UNDP in 2014. Draft report can be provided upon the request
- Sara Sekkenes and Ashley Palmer. 2012. Mission Report Lao PDR: Programme Review 2003- 2011, UNDP Support to NRA and UXO Lao, UXO Sector, Lao PDR
- UNDP. 2014. Support for the Institutional Strengthening of the Lao National UXO Programme (UXO LAO). *Project Brief*

OUTCOME 10 GENDER EQUALITY

10.1 Gender and women's policy issues

(Outputs 10.1, 10.2, 10.3)

- Asian Development Bank and The World Bank. 2012. Country Gender Assessment for Lao PDR: Reducing Vulnerability and Increasing Opportunity. Washington, DC: ADB and The World Bank.
- Committee on the Elimination of Discrimination Against Women. 2013. Concluding observations of the combined sixth and seventh periodic report of the Lao People's Democratic Republic, adopted by the Committee at the fourth-fourth session. CEDAW/C/Lao/CO/7/Add 1.
- Lao Women's Union. Organization brief - Brief
- National Commission on the Advancement of Women. 2011. National Strategy for the Advancement of Women 2011-2015. Vientiane: NCAW.
- Rao, Aruna. 2010. Strengthening Gender Equality in United Nations Development Frameworks." UNDG Task Team on Gender Equality.
- RCO Andrea Lee Esser, PhD (2015), United Nations Country Team (UNCT), Lao PDR. Gender Scorecard *Narrative Report (*July 2015)

- UNDG Resource Book for Mainstreaming Gender in UN Common Programming at the Country Level (July 2014) Prepared by the UNDG Task Team on Gender
- UNDG Task Force on Gender Equality. 2008. UNCT Performance Indicators for Gender Equality Users' Guide.
- UNDG Task Team on Gender Equality and the Empowerment of Women. July 2012. UNCT Performance Indicators for Gender Equality and the Empowerment of Women: Three Year Review of Implementation. Draft document.
- UNEG Guidance Document on Integrating Human Rights and Gender Equality in Evaluation -- Towards UNEG Guidance (UNEG/G (2011)2)

10.2 Violence against women (VAW)

- National Commission on the Advancement of Women. 2015. Lao National Survey on Women's Health and Life Experience 2014: A Study on Violence Against Women. *Draft*. Vientiane: NCAW.
- Gender Development Group. 2011. Domestic Violence Research in 5 Provinces, Lao PDR. Vientiane Capital. GDG.
- UN Women. 2015. Report on Violence Against Women. Draft document

10.3 Women and employment

- Gender Development Group. 2011. Women in Migration Research in Vientiane Capital and Khammouane Province, Lao PDR. Vientiane Capital. GDG.
- UN Women. 2013. Review of Laws, Policies and Regulations Governing Labour Migration in Asian and Arab States: A Gender and Rights Based Perspective. Bangkok, Thailand: UN Women Asia Pacific Regional Office.
- UN Women. 2013. Review of laws, Policies, Regulations Governing Labour Migration in Asia and Arab States. Bangkok. Thailand

10.4 Women and nutrition and food security

(Output 5.2)

- Silke Stoeber, Engsone Sisomphone, and Chusana Han. 2013. Women, Food and Land: Understanding the impact of gender on nutrition, food security and community resilience in Lao PDR. Care International in Lao PDR
- Stoeber, Silke, Engsone Sisomphone and Chusana Han. 2013. Women, Food and Land: Understanding the impact of gender on nutrition, food security, and community resilience in Lao PDR. Food Security Risk and Vulnerability Survey Summary Report. Vientiane: Care International, National University of Laos, AusAID and FAO.

PART B. GENERIC DOCUMENTS, BY UN AGENCY OR DEVELOPMENT PARTNER[92]

1. Resident Coordinator's Office

- Lao PDR UNDAF Evaluation Mission, Inception Report (20 May 2015)
- RCO 2011. Country Analysis Report: Lao People's Democratic Republic - Analysis to inform the selection of priorities for the next UN Development Assistance Framework (UNDAF) 2012-2015 (2011) (RCO)
- UN 2015. One UN – The UN in Partnership: The United Nations: Working together for Lao PDR (Issue 1/2015)
- UN Cluster Program. 2012 and 2013. *Progress reports*
- UN Lao PDR. 2012, 2013, 2014. Resident Coordinator Annual Report (RCAR) Lao PDR. United Nations Development Group.
- UN Resident Coordinator. Letter transmitting RC/UNCT Annual Report to UN Secretary General (15 January 2012)
- UN Resident Coordinator's Annual Report (2013), with Annexes
- United Nations Development Group. January 2010. How to Prepare an UNDAF: Guidelines for Country Teams (Parts I and II).
- United Nations Lao PDR. [No date]. Country Analysis Report: Lao People's Democratic Republic. Analysis to inform the selection of priorities for the next UNDAF, 2012-2015. Vientiane: United Nations.
- United Nations, 2012. General Assembly, Independent Evaluation of lessons learned from "Delivering as One", Note by the Secretary-General (Sixty-sixth session, Agenda item 117, Follow-up to the outcome of the Millennium Summit (26 June 2012)
- United Nations. [No date]. Terms of Reference, UN Monitoring and Evaluation Working Group (MEWG). Internal document. Vientiane: United Nations.
- United Nations. 2012. ToR for UNDAF Outcome Groups and Co-conveners
- United Nations. 2012. UNDAF Action Plan 2012-2015 Lao PDR. UN/UNDP and Lao Government.
- United Nations. 2012. UNDAF Summary Report
- United Nations. 2013. First UNDAF Annual Review Report
- United Nations. 2013. The Millennium Development Goals Report. New York: United Nations.
- United Nations. 2014. UNDAF Annual Review Report 2014
- United Nations. 2015. Roadmap for the development of the Lao PDR – UN Partnership Framework 2017 – 2021. Draft

2. FAO

- FAO. 2013. FAO Country Programme Framework for Lao PDR 2013-2015.
- FAO, 2015 Evaluation of FAO's Country Programme in Lao People's Democratic Republic, 2009 – 2014 (Draft for comments) (August 2015) (Jane Keylock, Bouasavanh Khanthaphat, Niels Morel)

3. IFAD

- IFAD. 2011. Lao People's Democratic Republic Country Strategic Opportunities Programme (COSOP). (2011 – 2015) http://www.ifad.org/gbdocs/eb/103/e/EB-2011-103-R-11.pdf
- IFAD. 2014. Investing in Rural People in the Lao People's Democratic Republic. (Summary of IFAD Programmes in Lao PDR. Brochure on IFAD assistance (assistance (18 November 2014)
- IFAD Investment in Laos (undated table – 2 pages)
- IFAD 2013, Laos, A Rural Perspective
- IFAD Lao PDR: 2013-2014 Country Programme Issues Sheet (29 April 2015)

4. ILO

[92] NB These documents are of more general nature, which may not fit naturally into Outcome-based groupings, although in some cases they are also included under Outcomes, where relevant.

- ILO. [No date]. Decent Work Country Programme Lao PDR (2011-2015). Internal program document.
- ILO. 2012. Decent Work Country Programme (DWCP) Document for Lao PDR (2011 – 2015)
- ILO. 2014. Mid-term review report (2011-2013) of the Decent Work Country Programme Lao PDR (2011 – 2015)
- ILO. 2015. Annual Review report of DWCP 2014
- Jiyuan Wang. 2012. Decent Work Country Programme Lao PDR (2011 – 2015). ILO

5. IOM

- IOM. 2015. IOM Vientiane Program Strategy 2015.

6. United Nations

- United Nations. Quadrennial comprehensive policy review of operational activities for development of the United Nations system - Resolution adopted by the General Assembly on 21 December 2012[on the report of the Second Committee (A/67/442/Add.1)] 67/226.(A/RES/67/226 General Assembly 22 January 2013 (QCPR)

7. UNDG

- Evaluation of Lessons Learned on Delivering as One and its Executive Summary
- UNDG Standard Operational Format & Guidance for Reporting Progress on the UNDAF (January 2010)
- UN Development Group Headquarters Plan of Action (originating from Quadrennial Comprehensive Policy Review) (1October 2014)
- UNDG Standard Operating Procedures for Countries Adopting The "Delivering As One" Approach, with an integrated package of support for implementation by UN Country Teams August 2014 (SOP)

8. UNDP

- Project Briefs/Factsheets (22 projects) (UNDP?)
- Project documents and annual progress reports (available upon the request) (UNDP?)
- UNDP 2012. UNDPO in Lao PDR, 2012 - 2015: Empowered Lives, Resilient Nations (Brochure)
- United Nations. [No date]. Country Programme Document for The Lao People's Democratic Republic 2012 – 2015 (UNDP)

9. UN Evaluation Group (UNEG)

- Ada Ocampo, 2014. Power Point presentation "Some Evaluations, Some Lessons Learned" Evaluation Practices Exchange (EPE) (UNEDAP, Bangkok, 1 April 2014)
- UNEG (2005) Standards for Evaluation in the UN System (UNEG/FN/Standards (2005)
- UNEG Guidance on Preparing Management Responses to UNDAF Evaluations (UNEG/AGM2012/4C)

10. UNESCO

- UNESCO, 2011. Country Programme Document (UCPD) for Lao PDR, 2012 – 2015

11. UNFPA

- K. S. Seetharam, Philip Sedlak, and Antoinette Pirie. 2011. Assessment of development results supported by UNFPA CP4 for Lao PDR: Report and recommendations. Vientiane Capital
- UNFPA Laos CP4 Evaluation report, 2011
- UNFPA. 2011. Draft country programme document for the Lao People's Democratic Republic
- UNFPA. 2012, 2013, 2014, and 2015. Annual Work Plans

12. UNICEF

- UNICEF Lao People's Democratic Republic Country programme document (2012-2015) (June 2011)

13. UNODC

- UNIDO. 2015. Progress report of Lao Project (140016)
- UNODC Regional Programme for Southeast Asia 2014 – 2017 – Brochures on Sub-Programmes promoting the rule of law and addressing drugs and crime in South-East Asia:
- UNODC. 2009. Country Programme Framework Lao PDR 2009-2013
- UNODC. 2013. Regional Programme for Southeast Asia 2014 - 2017

14. UN Women

- UN Women. 2015. Strategic Note: Lao PDR 2015-2017. Internal document, UN Women Asia Pacific Regional Office.

15. UNV

- 16 description of assignments of fully funded UN Volunteers provided by UNV HQ
- Volunteer Stories showcasing the UN Volunteers contribution
- Concept note submitted from the UNDP Governance Unit to the UNV Global Programme. For joint project.
- The UNV HQ publication 'Developing a Volunteer Infrastructure – a Guidance Note' translated into Lao Language

16. WFP

- WFP Country Programme Lao People's Democratic Republic (2012–2015) (6 September 2011)
- WFP. 2011. WFP Lao Country Strategy 2011-2015
- WFP. 2012, 2013, 2014. Annual Work Plans

17. WHO

- WHO. 2011. WHO Country Cooperation Strategy (CCS) Lao PDR (2012-2015)

18. Other donor partners

- Japan – Country Assistance Policy (2012)
- Japan – JICA Laos Brief, Lao PDR (June 2015)
- DFID
- Isabel Vogel/DFID (2012) Review of the use of 'Theory of Change' in international development Review Report (UK Department of International Development, April 2012)

Annex 3: Persons met

3.1 List of meetings held (see separate Excel document for Annex 3.1)

3.2 UN, Government, DPs, INGOs and NPAs

	Title	Name and Family Name	Position	Organisation	Contact No.	Email Address
		UN Agencies				
1	Ms.	Kaarina Immonen	UN Resident Coordinator/ UNDP Resident Representative	UN/UNDP	021 267 748	kaarina.immonen@one.un.org
2	Ms.	Azusa Kubota	Deputy Resident Representative	UNDP	021 267 702	azuka.kubota@undp.org
3	Mr.	Jakob Schemel	Head of Office	RC Office	021 267 748	jakob.schemel@one.un.org
4	Ms.	Zumrad Sagdullaeva	M&E Officer	RC Office	020 9669 2716	zumrad.sagdullaeva@one.un.org
5	Ms.	Vankham Bounvilay	UN Coordination Associate	RC Office	020 5444 4182	vankham.bounvilay@one.un.org
6	Ms.	Sudha Gooty	Asst. Res.Rep./Head of UNDP Governance Unit	UNDP	021 267 720	sudha.gooty@undp.org
7	Mr.	Kazuo Fukuda	Programme Specialist of Governance Unit	UNDP	021 267 722	kazuo.fukuda@undp.org
8	Ms.	Viengmala Phomsengsavanh	Governance Programme Specialist	UNDP	021 257 724	viengmala.phomsengsavanh@undp.org
9	Dr.	Margaret Jones -Williams	Environment Unit Manager	UNDP	021 267 710	margaret.jones.williams@undp.org
10	Ms.	Hyunjoo Youn	Programme Analyst of Governance Unit	UNDP	021 267 660	hyun.joo.youn@undp.org

	Title	Name and Family Name	Position	Organisation	Contact No.	Email Address
11	Ms.	Silavanh Vongphosy	ARR/ Head of Poverty Reduction Unit	UNDP	020 5551 990	silavanh.vongphosy@undp.org
12	Ms.	Anongly Phimmasone	Programme Analyst of Poverty Reduction Unit	UNDP	020 2999 4321	anongly.phimmasone@undp.org
13	Mr.	Ian Holland	Consultant for the Round Table Process	UNDP		ianrholland@yahoo.com
14	Ms.	Chitlatda Keomuongchanh	Programme Analyst, Environment Unit	UNDP	020 5562 6162	Chitlatda.keomuangchanh@undp.org
15	Ms.	Bounnong Luangkhot	Programme Support Analyst	UNDP		
16	Mr.	Sebastian Kasack	Chief Technical Advisor/UXO Evaluator	UNDP	+992 37 227 0947	sebastien_kasack@undp.org
17	Dr.	Jo Durham	UXO Evaluator	UNDP	+61 7 3365 5341	durham@uq.edu.au
18	Dr.	Stephen Rudgard	Representative	FAO	021 413 205	stephen.rudgard@fao.org
19	Dr.	Novah Rose Deleon-David	Institution Expert	FAO	021 413 205	novah.deleondavid@fao.org
20	Mr.	Soulivanh Pattivong	Country Programme Officer	IFAD	020 2222 2060	p.soulivanh@ifad.org
21	Ms.	Khemphone Phaokhamkeo	National Coordinator in Lao PDR	ILO	020 5662 1760	khemphone@ilo.org
22	Ms.	Rebecca Zorn	Project Manager Disaster Risk Management	IOM	021 267 731	rzorn@iom.int
23	Mr.	Douglas Foskett	Head of Office	IOM	021 267 730	dfoskett@iom.int
24	Mr.	Jame Lettle	Project Officer	IOM	021 267 730	jlettle@iom.int

	Title	Name and Family Name	Position	Organisation	Contact No.	Email Address
25	Ms.	Masumi Watase	Country Programme Manager for Laos	UN Women	+662 288 2271	masumi.watase@unwomen.org
26	Ms.	Nicole Hosein	Consultant	UN Women		nicole.hosein1977@gmail.com
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3.3 UN Country Team (UNCT)

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6	UN-Habitat	Mr. Avi Sarkar	Regional Advisor
7	UN Women	Ms. Masumi Watase	Programme Specialist, Focal point
8	UNAIDS	Mr. Thongdeng Silakoune	Project Coordinator
9	UNCDF	Mr. Thilaphong Oudomsime	Programme Specialist
10	UNDP	Ms. Azusa Kubota	Deputy Resident Representative (DRR)
11	UNFPA	Mr. Hassan Mohtashami	Representative
12	UNICEF	Ms. Hongwei Gao	Representative
13	UNIDO	Mr. Sommai Faming	Head of Operations
14	UNODC	Mr. Sengdeuan Phommavongsa	Officer in Charge
15	UNV	Ms. Carla del Castillo	Programme Manager
16	WFP	Ms. Sarah Gordon-Gibson	Country Director
17	WHO	Dr. Juliet Fleischl	Representative
18	ADB	Ms. Sandra Nicoll *	Country Director
19	World Bank	Ms. Sally Burningham *	Country Manager

[93] NB Those names with an asterisk were not met by the mission. Where an Alternate was met, this is indicated as a *A

B. Non-Resident Agencies (NRA)

	Agency	Name	Title
1	IAEA	Mr. Ho-Seung Lee	Programme Management Officer for Lao PDR
2	ITC	Mr. Govind Venuprasad	Director
3	ITU	Mr. Sameer Sharma	Acting Regional Director
4	OCHA	Mr. Oliver Lacey-Hall	Head OCHA Regional Office for Asia and the Pacific
5	OHCHR	Ms. Matilda Bogner	Regional Representative for Southeast Asia
6	UNCDF	Ms. Shalina Miah	Regional Office Manager
7	UNEP	Mr. Jonathan Gilman	Regional Coordinator
8	UNESCAP	Dr. Shamshad Akhta	Executive Secretary
9	UNESCO	Mr. Min Bista	Focal point for Lao PDR
10	UNHCR	Mr. James Lynch	Regional Representative in Thailand and Regional Co-ordinator for South East

3.4 UNDAF Outcome Groups (July 2015)

No.	UN Agencies	Focal Point	Title	Phone number	Email address
	OUTCOME 1/9 Equitable and Sustainable Growth/UXO				
1	Lead Convener: UNDP	Ms. Azusa Kubota	Deputy Res. Rep.	020 555 13119	azusa.kubota@undp.org
2	Co-Convener: UNFPA	Mr. Hassan Mohtashami	Representative	020 555 22130	mohtashami@unfpa.org
3	IFAD	Mr. Benoit Thierry	Representative	020 59591997	b.thierry@ifad.org
4	ILO	Khemphone Phaokhamkeo	National Coordinator in Laos	020 5662 1760	khemphone@ilo.org
5	UNFPA	Ms Pafoualee Leechuefoung	Assistant Representative	020 588 72671	leechuefoung@unfpa.org
6	UNDP	Ms. Silavanh Vongphosy	Chief of Poverty Reduction Unit	020 5551 9970	silavanh.vongphosy@undp.org
7	UN Women	Mr. Tingthong Phetsavong	National Officer	020 5561 2341	tingthong.phetsavong@unwomen.org
8	UNCDF	Mr. Cedric Javary	International Technical Specialist	020 77217318	cedric.javary@uncdf.org
9	UNCTAD	Mr. Jean-Philippe Rodde	Technical Cooperation Service.	00 41 22 917 56 31	Jean-Philippe.Rodde@unctad.org
10	UNICEF	Mr. Irfan Ahktar	Policy and Planning Specialist	020-5654-6207	iakhtar@unicef.org
11	UNICEF	Mr. Khamhoung Keovilay	Social Policy Specialist	020-5585-0559	kkeovilay@unicef.org
12	WFP	Mr. Air Sensomphone	Programme Officer	020 55521509	air.sensomphone@wfp.org

No.	UN Agencies	Focal Point	Title	Phone number	Email address
13	UNIDO	Mr. Sommai Faming	Head of UNIDO Operations	020 998 02320	s.faming@unido.org
14	UNOPS	Mr. Franck Caussin	International Coordinator	020 555 07622	Franckc@unops.org
	OUTCOME 2 Equitable and Sustainable Growth/UXO				
1	Lead Convener: UNDP	Ms. Azusa Kubota	Deputy Res. Rep.	020 555 13119	azusa.kubota@undp.org
2	Co-Convener: UNODC	tbc			
3	UNDP	Ms. Sudha Gooty	Chief of Governance Unit	020 55555 336	sudha.gooty@undp.org
	UNDP	Mr. Gerry O'Driscoll	International Technical Advisor	020 55570744	gerry.odriscoll@undp.org
4	UNFPA	Ms. Anika Bruck	Youth Officer	020 282 19800	bruck@unfpa.org
5	UNICEF	Ms. Kirsten Di Martino	Chief of Child Protection	020-7883-0582	kdimartino@unicef.org
6	UNICEF	Ms. Khamsay Iemsouthi	Child Protection Specialist	020-5562-0425	kiemsouthi@unicef.org
7	UN Women	Mr. Syvongsay Changpitikoun	National Officer	020 5562 8745	syvongsay.changpitikoun@unwomen.org
8	IOM	Mr Doug Foskett	Head of Office	020 5552 5575	dfoskett@iom.int
9	ILO	Ms. Khemphone Phaokhamkeo	National Coordinator in Laos	020 5662 1760	khemphone@ilo.org
10	UN-ACT	Ms. Xoukiet Panyanouvong	National Coordinator in Laos	020 5566 9113	xoukiet.panyanouvong@undp.org

No.	UN Agencies	Focal Point	Title	Phone number	Email address
	OUTCOME 3 Education				
1	Lead Convener: UNICEF	Ms. Hongwei Gao	Representative	020-5551-6100	hgao@unicef.org
2	ILO	Khemphone Phaokhamkeo	National Coordinator in Laos	020 5662 1760	khemphone@ilo.org
3	UNESCO	Mr. Min Bista	Chief of APPEAL Unit, a.i.	(66) 2 391 0577 ext. 317	m.bista@unesco.org
4	WFP	Ms. Nanna Skau	Head of School Meals		nanna.skau@wfp.org
5	UNFPA	Mr Oloth Sene-asa	Programme Analyst-ASRH	020 281 76516	sene-asa@unfpa.org
6	UNICEF	Ms. Emmanuelle Abrioux	Chief of Education	020-2997-1165	eabrioux@unicef.org
7	UN-ACT	Ms. Xoukiet Panyanouvong	National Coordinator in Laos	020 5566 9113	xoukiet.panyanouvong@undp.org
	OUTCOME 4/6 Health/HIV&AIDS				
1	Lead Convener: WHO	Dr. Juliet Fleischl	Representative	020 5550 9881	FleischlJ@wpro.who.int;
2	Co-Convener: UNICEF	Ms. Hongwei Gao	Representative	020-5551-6100	hgao@unicef.org
3	IOM	Mr Doug Foskett	Head of Office	020 5552 5575	dfoskett@iom.int
4	ILO	Mr. Jean-Claude Hennicot	Chief Technical Advisor	020 9961 1903	hennicot@ilo.org
5	UNAIDS	Mr. Thongdeng Silakoune	Country Manager		SilakouneT@unaids.org

No.	UN Agencies	Focal Point	Title	Phone number	Email address
6	UNFPA	Ms Siriphone Sakulku	SRH Coordinator	2022887631	ssakulku@unfpa.org and
7	UNFPA	Mr Sengsay Siphakanlay	Programme Analyst-SRH	020 55897779	siphakanlaya@unfpa.org
8	UNICEF	Dr. Ataur Rahman	Immunization Specialist	020-5428-2357	arahman@unicef.org
9	WHO	Mr Jun Gao	Senior PMO		gaoj@wpro.who.int
	OUTCOME 5 Food Security and Nutrition				
1	Lead Convener: WFP	Ms. Sarah Gordon-Gibson	Country Director/Representative	020 55520706	sarah.gordon-gibson@wfp.org
2	Co-Convener: FAO	Dr. Stephen Rudgard	Representative	020 222 17086	stephen.rudgard@fao.org;
3	UNICEF	Dr. Viorica Berdaga	Chief of Health & Nutrition	020-5552-1231	vberdaga@unicef.org
4	UNICEF	Dr. Uma Palaniappen	Nutrition Specialist	020-9759-4965	upalaniappen@unicef.org
5	UNDP	Ms. Margaret Jones Williams	Chief of Environment Unit	020 5551 5876	margaret.jones.williams@undp.org
6	WHO	Ms. Khounphet Mongkhongkham	National Officer Nutrition		mongkhongkhamk@wpro.who.int
7	WFP	Ms. Aachal Chand	Head of Nutrition		aachal.chand@wfp.org
8	IAEA	Mr. Ho-Seung Lee	Programme Management Officer	00431260022408	h.lee@iaea.org
9	IFAD	Mr. Benoit Thierry	Representative	020 59591997	b.thierry@ifad.org

No.	UN Agencies	Focal Point	Title	Phone number	Email address
	OUTCOME 7/8 Natural Resource Management/Climate Change and Natural Disasters				
1	Lead Convener: UNDP	Ms. Azusa Kubota	Deputy Res. Rep.	020 555 13119	azusa.kubota@undp.org
2	FAO	Dr. Stephen Rudgard	Representative	020 222 17086	stephen.rudgard@fao.org;
3	UN-Habitat	Mr. Avi Sarkar	Regional Advisor	020 5555 654	avi.sarkar@undp.org;
4	UNEP	Mr. Jonathan Gilman	Regional Coordinator	+66 (0) 818243454	jonathan.gilman@unep.org;
5	UNDP	Ms. Margaret Jones Williams	Chief of Environment Unit	020 5551 5876	margaret.jones.williams@undp.org
6	UNESCO	Mr. Jayakumar Ramasamy	Chief of Natural Sciences Unit	(66) 2 391 0577 ext. 163	r.jayakumar@unesco.org
7	UNIDO	Mr. Sommai Faming	Head of UNIDO Operations	020 998 02320	s.faming@unido.org
8	UNCTAD	Mr. Jean-Philippe Rodde	Technical Cooperation Service.	00 41 22 917 56 31	Jean-Philippe.Rodde@unctad.org
9	UNFPA	Ms Oulayvanh Sayarath	Programme Analyst-RHCS	020 555056044	sayarath@unfpa.org
10	UN Women	Mr. Tingthong Phetsavong	National Officer	020 5561 2341	tingthong.phetsavong@unwomen.org
11	UNICEF	Mr. Bishnu Timilsina	Chief of WASH	020-5551-9676	btimilsina@unicef.org
12	UNICEF	Dr. Ataur Rahman	Immunization Specialist	020-5428-2357	arahman@unicef.org
13	UNIDO	Mr. Sommai Faming	Head of UNIDO Operations	020 998 02320	s.faming@unido.org
14	WFP	Mr. Sorraphong Pasomsouk	Programme Officer	020 55528637	sorraphong.pasomsouk@wfp.org

No.	UN Agencies	Focal Point	Title	Phone number	Email address
15	WFP	Mr. Alan Johnson	Head, Emergency Preparedness & Response	02028046668	alan.johnson@wfp.org
16	IOM	Ms. Becky Zorn	Project Manager	020 5571 0857	rzorn@iom.int
17	IOM	Mr Doug Foskett	Head of Office	020 5552 5575	dfoskett@iom.int
	OUTCOME 10 Gender				
1	Co-Convener: UNFPA	Mr. Hassan Mohtashami	Representative	020 555 22130	mohtashami@unfpa.org
2	Co-Convener: UN Women	Ms. Masumi Watase	Programme Specialist	+662 288 2771	masumi.watase@unwomen.org;
3	UNFPA	Ms Rizvina de Alwis	Deputy Representative	020 59530711	dealwis@unfpa.org
4	UNFPA	Mr Phonexay Sithirajvongsa	Programme Analyst-M & E and Policy	020 55601085	sithirajvongsa@unfpa.org
5	UN Women	Ms. Nicole Hosein	Gender consultant	021 267 718	nicolehosein1977@gmail.com
6	UN Women	Mr. Tingthong Phetsavong	National Officer	020 5561 2341	tingthong.phetsavong@unwomen.org
7	UN Women	Ms. Nicole Hosein	Consultant	020 78246679	nicolehosein1977@gmail.com
8	UNICEF	Ms. Davone Bounpheng	National Officer	020-5588-6606	dbounpheng@unicef.org
9	UNICEF	Ms. Kongchay Vongsaiya	National Officer	020-5656 7599	kvongsaiya@unicef.org
10	IFAD	Mr. Benoit Thierry	Representative	020 59591997	b.thierry@ifad.org

No.	UN Agencies	Focal Point	Title	Phone number	Email address
11	IOM	Ms Rebecca Zorn	Project Manager	020 5571 0857	rzorn@iom.int
12	UNESCO	Mr. Min Bista	Chief of APPEAL Unit, a.i.	(66) 2 391 0577 ext. 317	m.bista@unesco.org
13	UNV	Ms Carla del Castillo	Programme Officer	2055503264	carla.delcastillo@undp.org
14	WFP	Mr. Villon Viphongxay	VAM Officer	020 55700759	vilon.viphongxay@wfp.org
15	UNIDO	Mr. Sommai Faming	Head of UNIDO Operations	020 998 02320	s.faming@unido.org
16	WHO	Ms Silivanh Phomkong	National Officer MCH		phomkongs@wpro.who.int
17	UNDP	Ms. Viengmala Phomsengsavanh	Programme Specialist	020 55022772	viengmala.phomsengsavanh@undp.org
18	UNDP	Ms. Phouthamath Sayyabounsou	Programme Analyst	020 59888273	phouthamath.sayyabounsou@undp.org
19	UN-ACT	Ms. Xoukiet Panyanouvong	National Coordinator in Laos	020 5566 9113	xoukiet.panyanouvong@undp.org

3.5 Monitoring and Evaluation Working Group (M & E WG)

No.	Focal Point	UN Agencies	Potential OG to be attached to? (To be determined)
1	Mr Thomas Lammar (Chair)	UNFPA	
2	Mr Tingthong Phetsavong	UN Women	

No.	**Focal Point**	**UN Agencies**	**Potential OG to be attached to? (To be determined)**
3	Ms Bounnong Luangkhot	UNDP	
4	Ms Azusa Kubota	UNDP	
5	Ms Hyun Joo Youn	UNDP	
6	Ms Phonexay Sithirajvongsa	UNFPA	
7	Mr Irfan Akhtar	UNICEF	
8	Mr Kongchay Vongsaiya	UNICEF	
9	Ms Carla del Castillo	UNV	
10	Mr Andreas Schmidt	WFP	
11	Dr Jun Gao	WHO	
12	Jakob Schemel	RCO	
13	Zumrad Sagdullaeva	RCO	

Annex 4: Outcome Results Summaries

4.1 Outcome 1 Equitable and sustainable growth

By 2015, the government promotes more equitable and sustainable growth for poor people in the Lao PDR

1) Context and rationale: Economic growth is a precondition for national socioeconomic development and the achievement of the Millennium Development Goals. Between 2005 and 2010, the economy of the Lao PDR has rapidly grown by 6 to 7% annually. However, the poor people in the Lao PDR have not benefited equitably from the rapid expansion of the economy. In recent years, high GDP growth has been increasingly driven by high global commodity prices and large inflows of foreign direct investment (FDI) attracted by the country's rich natural resource sectors. At the same time, the quality of growth including equity and sustainability, and the underlying quality of Foreign Direct Investment (FDI), natural resource management and environmental sustainability are critical emerging issues. That is why the UN system aimed to support the Government of the Lao PDR from 2012 to 2015 to promote growth which is both more equitable and more sustainable.

2) Alignment with national policy: The proposed assistance under Outcome 1 was fully aligned with the 7th NSEDP. This aimed for a relatively high GDP growth rate of at least 8% per annum over the next five year period. Poverty was to be reduced to below 19% of the population by 2015. To achieve annual GDP growth of 8%, total investment of 32% of GDP or about US$ 15 billion was required. In addition to national sources of finance (8-10%), the 7th NSEDP planned to rely heavily on FDI (50-56%) and external sources of ODA (26% -28%).

3) UN support response: Outcome 1 envisaged UN system support for five Outcome indicators. These would be achieved through a total of 17 Outputs, for which a total of 53 indicators were envisaged. Four of the Outputs would involve multi-agency support (1.1, 1.2, 1.3 and 1.4) (planned $22.9 million) while the rest would involve single agency support (1.5 to 1.17)(planned $26.2 million). The UNDAF document (page 15) envisaged the following main policy thrusts

(i) Supporting collection, analysis and use of disaggregated data (by ethnicity, sex, age, wealth quintile, etc.) for evidence-based planning and strengthened monitoring and evaluation systems for informed policy dialogues (1.3) and advocacy especially through the Round Table Process (1.14) on key social and economic governance issues most likely to impact the achievement of inclusive and equitable growth. This will include among others support for a national policy to eliminate hazardous forms of child labour (1.10).

(ii) Further strengthening of Government capacity of the Government for effective planning, monitoring and mobilising official development assistance (ODA) and high quality FDI (1,4) in support of the achievement of the 7th NSEDP goals including the MDGs and graduation from LDC status by 2020.

(iii) Promote income generation for the poor people by supporting better access to financial services and markets for low-income households (1.1), overcoming key challenges of urbanisation by supporting participatory urban planning processes for sustainable urbanisation and urban poverty reduction (1.11), better information and policies for the labour market (1.9), a more sustainable tourism, quality and clean production and exports of goods (1.2).

(iv) Supporting the implementation of the National Drug Control Master Plan (1.7), and will support productivity and infrastructure of ex-poppy cultivating communities (1.6).[94]

In addition, a number of additional outputs were included under Outcome 1 relating to: training and research in analysis of demographic changes and social development (1.5); Access to market and integrated farming systems (1.8); livelihoods opportunities linked to culture and development,

[94] NB derived from the summary of Outcome 1 on p. 15, but does not include all 17 outputs.

creative sector and intangible cultural heritage (1.12); enhanced development management on basis of Vientiane Declaration (1.13); capacity development in standards, metrology, testing and quality assurance (1.15); SMEs and local economic development (1.16); industrial policies, planning and statistics (1.17).

4) Joint programming and single agency arrangements: A total of 17 outputs were envisaged, of which four involved more than one UN agency (joint programmes or joint programming arrangements). These related to: 1) Access to financial services (UNCDF, UNDP joint programme), 2) Sustainable tourism, clean production and export capacity (ITC, ILO, UNCTAD, UNIDO joint programme), 3) Capacity development for planning and policy through data management (UNDP, UNFPA, UNICEF), 4) Capacity development of central and local government in the management of foreign direct investment (UNDP, UNEP).

In addition, 13 other outputs would be supported by single agencies, namely UNFPA (1.5), UNODC (1.6 and 1.7), IFAD (1.8), ILO (1.9 and 1.10), UN-Habitat (1.11), UNESCO (1.12), UNDP (1.13 and 1.14), and UNIDO (1.15, 1.16 and 1.17)

5) Resource mobilisation and delivery. A total of $48.5 million was envisaged for Outcome 1, of which about 40% had been mobilised by 2012, leaving a resource gap of nearly 60% to be mobilised. No information is available on resources mobilised and delivered.

6) Overall assessment, including of joint support arrangements: Annex 4 Indicator Monitoring Matrix (IMM) shows the following achievement rates for Outcome 1. The graphs show that of the 7 Outcome indicators, none had been achieved, although 3 are on track. Of the 17 output indicators,16 had been achieved and 15 are on track (58.5%), while 10 had not been achieved and for which 12 outputs, data was not available. Since the IMM does not provide any analysis or rationale for these results, and no full Outcome 1 reports are available, further assessment is required, particularly of the measures required to achieve the planned outputs.

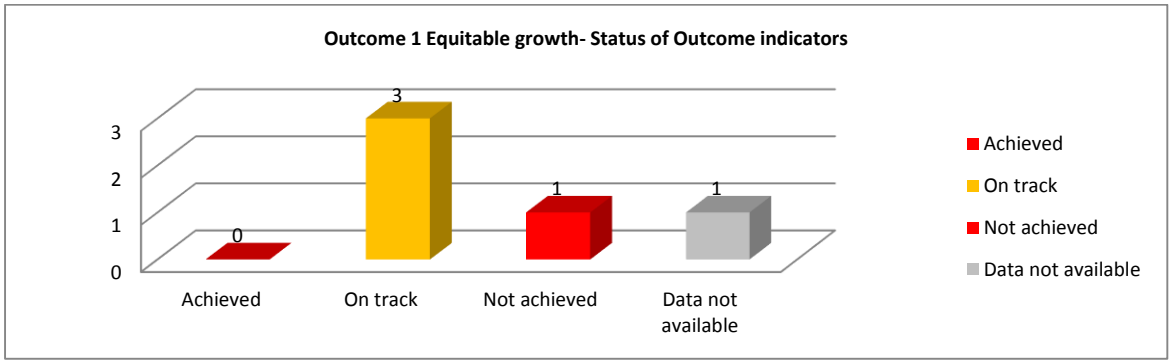

Figure 4 Outcome 1 - Achievement of Outcome indicators

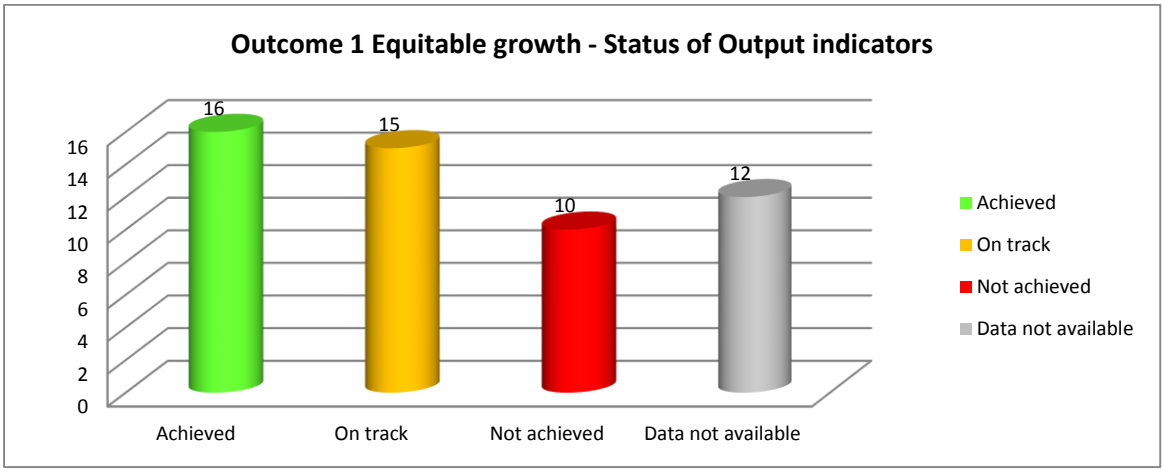

Figure 5 Outcome 1 - Status of Output indicators

7) Substantive results

The following results with respect to the main areas included under this Outcome can be highlighted:

(i) Supporting collection, analysis and use of disaggregated data. UNFPA, UNDP and UNICEF were the primary agencies involved in this area (Output 1.3 and Output 1.5)[95], with UNFPA in particular carrying out activities to promote the integrate population and gender issues into the 8th NSEDP through workshops, advocacy and publications[96]. The UN also supported increasing the accessibility of data for the 8th NSEDP and the long-term strategy (2025)[97]

(ii) Planning and monitoring, and the mobilising official development assistance (ODA) . The UN continued to advocate for an inclusive and sustainable development result for Lao PDR, through support to policy analysis, the Mid-Term Review of the 7th NSEDP and in the preparation of the 8th NESDP, particularly in structuring its direction and indicators with a view to graduating from LDC status by 2020 (Output 1.3). The UN also assisted in formulating policies on community development and poverty reduction using evidence-based analysis. The UN has continued to play a leading role in the conduct of Round Table Meetings (RTMs), and in support to the follow-up of discussion points from the 11th meeting (November 2014), and the preparation of the 12th meeting (November 2015) (Output1.14), as well as in enhancing development management on basis of the Vientiane Declaration on Aid Effectiveness (UNDP)(1.13). Support in relation to capacity development in the area of labour market information and policies has also been provided (ILO) (Output1.9), industrial planning and statistics (UNIDO)(Output 1.17), as well as in urbanisation planning (UN-Habitat) (Output 1.11) policy development and planning for the elimination of child labour (UNICEF)(Output 1.10), and implementation of the National Drug Master Plan (UNODC)(Output 1.7).

(iii) Promotion of income generation for the poor. A key component of this area is UNCDF/UNDP support the Bank of Lao in enabling low-income households and entrepreneurs in gaining access to financial services through micro-credit (100,000 new accounts) and saving (70,000 new accounts) (Output 1.1). The UN has also assisted in the management of and ensuring quality investment for agriculture, forestry and the hotel sectors (Output 1.4), including with social and environmental impact studies. As Lao PDR prepares to enter into the ASEAN Economic Community (AEC) by 2015, the UN has provided technical and capacity development support for entrepreneurship development (Output 1.16), and space for dialogue, papers and analysis. Further examples of support to economic

[95] Output 1.3 Ministry of Planning and investment, sectors and provinces are better able to develop, implement, monitor and evaluate plans and policies based on up-to-date data and analysis.

[96] Ref. Gavin Jones (2015) Population and Development in Lao PDR: Understanding Opportunities, Challenges and Policy Options for Socio-Economic Development.

[97] UNDAF Annual Review Report, 2014, page 8,9.

sectors relate to the strengthening of ex-poppy cultivating communities to increase household productivity and infrastructure (UNODC), (Output 1.6).

8) Management and coordination arrangements. Outcome Group 1 (OG1), is co-chaired by UNFPA and UNDP. No reports were received on OG1 meetings or work plans, or past activities. The extent of the OG's role in designing the UNDAF and its Results Matrix, in assisting in coordination of the Outcome's 17 Outputs, and in monitoring performance is not clear.

9) Monitoring and evaluation. With respect to monitoring and evaluation, the 2012 and 2014 Annual Reviews provide brief and summary information on results achieved under Outcome 1. For 2012 this consisted of 3 paragraphs, and for 2014 1 ½ pages, including on Outcome 9 UXO.. These reports were of a general nature and did not specify the extent to which Outcomes and Outputs had been achieved, nor did the text relate results to specific Outputs. In no way can the reader gain an full appreciation of the potential effectiveness of UN support in achieving the 17 Outputs, and 53 indicators or of the use to which the planned resources had been put.

Furthermore, the evidence available does not enable an assessment of the extent to which the Outcome statement of "*the government has been able to promote more equitable and sustainable growth for poor people in the Lao PDR"* has been achieved.

In terms of design, this outcome addresses a broad variety of issues:

Policy making, planning and statistics (1.3 Data collection and surveys, 1.4 Investment planning and promotion (FDI); 1.5 Demographic data; 1.7 Implementation of Drug Control Master Plan; 1.9 Labour market information; 1.10 Elimination of hazardous forms of child labour; 1.11 Urban planning; 1.17 Industrial policies and statistics;

Aid effectiveness and management: 1.13 Development management and compliance with Vientiane Declaration; 1.14 Aid effectiveness through Round Table process;

Support to economic, productive and services sectors (1.1 Financial services; 1.2 Tourism sector; 1.6 Support to ex poppy cultivating communities; 1.8 Agricultural marketing and integrated farming systems; 1.12 Sustainable livelihoods through cultural and creative sector and intangible cultural heritage; 1.15 Standards and metrology testing and quality assurance; 1.16 SME development;

Most of the above outputs, except those under (i) above are directly or indirectly related to the above Outcome statement, but only some relate to the Outcome indicators.

10) Lessons learned

1) The design of this Outcome is too broad to be meaningful, as well as difficult to monitor due to the large number of outputs, and the fact that they were not grouped according to the three major themes of (i) planning and monitoring, and statistics; (ii) support to development effectiveness/Round Table/Vientiane Declaration and (iii) support to economic activities.

2) Support to implementation should be provided through coordinated and complementary "packages" of support to common outputs under a series of sub-outcomes in the three areas;

3) Monitoring performance, should be strengthened through the preparation of progress reports (semi-annual and annual) which describes the extent to which UN support is contributing to the achievement of outputs and their corresponding indicators;

4) The Outcome Group (OG1) needs to be fully operational and effective in carrying out its responsibilities, as given in the UNDAF AP (p. 30) and in Annex 9.

10) Recommendations for follow-up

1) The UNPF should consider the need to conceive UN support in terms of:

1) *Support to economic governance*:

(a) Planning, policy, monitoring and statistics;

(b) Capacity development for aid effectiveness

2) *Support to economic sectors,* in terms of

(a) Agriculture and rural development;

(b) Industry,

(c) Services and trade, etc.

See Annex 10.5 Appendix 1 and Appendix 2 for eventual alignment with NSEDP Outcomes and Outputs – to be reviewed during UNPF preparation process;

In this respect, it should be structured in alignment with the 8th NSEDP Outcomes and Outputs in the context of the UNPF formulation process, for which Appendices 1 and 2 of Annex 10.5 could provide a basis, as follows:

1) Support to sustained inclusive economic growth made up of sub-outcomes or thematic areas where the UN system has a comparative advantage, for instance: 1) Micro-credit (1.1), 2) Food security and agricultural production (5.3); 3) Industrial production, including tourism (1.2); 4) Small and medium scale enterprises (SME) (1.16); 5) Trade (1.2) and possibly others, and

2) Macro-economic stability, so as to provide an opportunity for WB and IMF inputs to be reflected in the UNPF (1.4).

3) Integrated development planning and budgeting, with reference to 1) the management and monitoring of Official Development Assistance (ODA) (1.3), and 2) Planning and budgeting, particularly 8th NSEDP monitoring, and socio-economic statistics development and analysis (1.5);

4) Balanced regional and local development, including urban development (1.11)

5) Employment promotion through improved public/private labour force capacity, through labour market information (1.9)

6) Strengthening of local entrepreneurs in domestic and global markets (1.16)

7) Regional and international cooperation

In addition, it is recommended to

1) Identify sub-outcomes or thematic areas for which national programmes or strategies exist, or should be prepared;

2. Cluster UN support to support national programmes and strategies through projects designed to assist in achieving specific outputs and indicators.

3. Use 8th NSEDP Indicators as the main UNPF indicators at the Outcome level;

4. Ensure that UNPF Outcome and Output terminology is "SMART"[98]

[98] Specific, Measurable, Achievable, Relevant or Resource-based, and Time-bound (SMART)

4.2 Outcome 2 Public services, rights and participation

By 2015, the poor and vulnerable benefit from the improved delivery of public services, an effective protection of their rights and greater participation in transparent decision making

1) **Context and rationale**: Good and effective Governance is a precondition and cornerstone for achieving equitable and sustainable economic growth as laid out in the 7th NSEDP. Thus Good Governance is essential for the achievement of the MDGs and Millennium Declaration by 2015 to which the Government is fully committed to. There is also a strong commitment to implement international treaties and to take part in associated processes such as the Universal Periodic Review (UPR) of Human Rights instruments. It was expected that, with the support of the UN system, especially the poor and vulnerable would benefit from improved delivery of public services, the effective protection of their rights and the advancement of the Rule of Law, and greater participation in transparent decision-making by 2015. The support to an effective National Assembly was considered as crucial and cross-cutting to address these areas and widening disparities in the country.

2) **Alignment with national priorities**: Through the Strategic Plan on Governance (2011-2015) the Government committed itself to the promotion and enhancement of governance and public administration reform through improving service delivery, strengthening the Rule of Law, enhancing people's participation and improving sound financial management. The UNDAF Outcome 2 addresses 3 of the 4 government priorities directly and was fully linked to national development priorities in the area of governance. In addition, the 9th Party Congress of the Lao People's Revolutionary Party held in March 2011 endorsed a four-point breakthrough strategy in order to achieve the MDGs by 2015 and the graduation from LDC status by 2020. The breakthrough strategy called for overall improvement and streamlining of the public administration for effective and efficient service delivery and the strengthening of human resources further confirming the relevance of the Good Governance Outcome of the UNDAF. The establishment of a national high level leading board on governance reform by the Government was due to provide the necessary leadership and oversight over the effective implementation of the reform process.

3) **UN support response**: To improve the **effectiveness and efficiency of public services**[99], the UN system planned to assist in developing the capacity of the *civil service at national and sub-national levels* (Output 2.2) including that of the sectors where the overall policy, regulatory framework and guidance apply to better deliver services to the poor and vulnerable. The UNDAF envisaged that the UN system would support those macro-reforms in public administration and *water and sanitation governance* ((Output 2.11) that would benefit the poor and marginalized and that would enhance efficiency, accountability and transparency in public service. In particular, it was planned that capacities at sub-national levels would be strengthened through decentralized fiscal transfers to better plan and manage the delivery of priority services (Output 2.2). The support to the definition and clarification of centre/local relationships was expected to further improve sub-national service delivery through strengthening of *local level planning and implementation* (Output 2.8). *Merit-based performance management in the civil service* would further improve the retention of talented civil servants (Output 2.9), while support to the effective use of *evidence based planning* tools was designed to further improve the delivery of public services (Output 2.8).

The UNDAF envisaged that in order to ensure a better **protection of human rights**, the UN system would support the implementation of the Lao PDR's *Legal Sector Master Plan* (Output 2.4) which lays out the broad direction of legal reform to assist the country to become a state fully governed by the Rule of Law by 2020. Capacity development for the *application of the criminal and civil law* (Output 2.7) and the *fight against corruption* (Output 2.5) would be central to this approach as well as the progressive realization of human rights through *domestic implementation of international human rights obligations,* as laid out in the international treaties to which the country is party, as well as relevant processes such as the Universal Periodic Reviews (UPR) on Human Rights. Further, it was

[99] Although not indicated, it would appear that this component includes Output

planned that the UN system would support the development of gender- sensitive and rights-based labour migration policies (Output 2.3), the development and *application of the law on drugs and crime* (Output2.10), on domestic violence and gender-based violence (Output 2.13), and on the prevention and combating of human trafficking (Output 2.6), as well as access to justice for women (Output 2.13), and mechanisms to ensure *industrial peace through social* dialogue (Output 2.12). Public legal education, implementation of international juvenile and gender justice standards and providing/enhancing access to justice for the poor and marginalized would be additional elements of an overall strategy to protect and enhance people's rights during a process of rapid economic development and increasing marginalization of vulnerable groups during this process.

To realise greater **participation in decision making**, the UNDAF envisaged that the UN system would support *people's participation in planning and monitoring of development plans* and their access to relevant information in order to make informed decisions (Output2.8). The support to the emerging civil society and an enabling environment for it to thrive and meaningfully contribute to national development would be an important element of this effort. Supporting *access to information community media and radio* was designed to help bring locally relevant information to communities (Output 2.8). As an institution with cross-cutting impact, and in the context of its emergence as the highest institution for decision-making in relation to the future development path of the country, it was planned that the UN would continue to support the *National Assembly* (Output 1.1) to fulfil its oversight, legislative and representative roles. Sound law making capacities in line with international standards and obligations would be essential in this regard.

4) Joint programming and single agency arrangements

To assist the longer term targeting of UN support, Outcome 2 envisaged 11 Outcome indicators, and 13 Outputs (with 35 indicators). To achieve these outputs, nine of them envisaged joint programming or multi-agency partnerships while four of them were limited to single agency support. (See Annex 5 FMM).

According to the UNDAF Results Matrix,

Two Outputs involved "Joint Programmes": 2.1 Support to National Assembly (UNDP, UNAIDS, UNFPA, UNICEF, UNODC, UN Women); and 2.2 Civil service capacity development for delivery of services to the poor (UNCDF, UNDP, UNICEF);

Seven Outputs involved various types of joint programming or multi-agency collaborative arrangements: 2.3 Labour migration policy and mechanisms (ILO, UN Women), 2.4 Legal Sector Master Plan implementation for rule of law and human rights (OHCHR, UNDP, UNICEF, UNICRI, UNODC, UN Women), 2.5 Anti-corruption (UNODC, UNDP), 2.6 Combatting of human trafficking (UNIAP, UNODC), 2.7 Capacity development for legal profession and law enforcement officers (UNOHCHR, UNICRI, UNICEF, UNODC), and 2.11 Water and sanitation governance reform (UN Habitat, UNICEF);

Four Outputs involved single agency support: 2.8 Participation in development planning (UNDP), 2.9 Public administration reform (UNDP), Compliance of national drugs and crimes law with international treaties (UNODC), 2.12 Labour legislation reform to include social dialogue (ILO), 2.13 Promotion and protection of women's human rights in the justice system (UN Women)

5) <u>Resource mobilisation and delivery</u>. According to the UNDAF table showing Outcome Allocations (p.34) a total of $41.2 million was envisaged for Outcome 2, of which 24.3% ($10.0 million) had been mobilised by 2012, leaving a resource gap of 76.3% ($31.4 million) to be mobilised.

Of the above $37.2 million was planned for the nine "joint programming" outputs, and $41.2 million for the four single agency-supported outputs.

No information is available on resources mobilised and delivered or by implementation arrangement (joint or single agency).

6) <u>Overall assessment including of joint support arrangements</u>

Annex 5 IMM gives statistics and ratings on the implementation of the 11 Outcome indicators and the 35 Output indicators, which are illustrated in Figs 12 and 13 below. With regards to the Outcome indicators nearly half (5 out of 11) are achieved or on track, while the others have either not been achieved or information is not available.

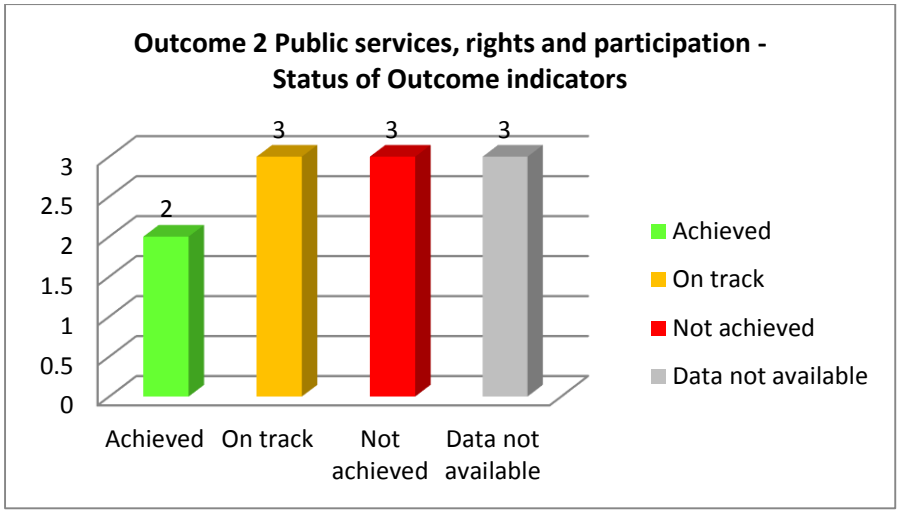

Figure 63 Outcome 1 Status of Outcome indicators

As for the achievement of outputs, likewise half are either achieved or on track. However the relatively large number for which information is not available suggests that the status of these outputs, and the reasons thereof should be reviewed.

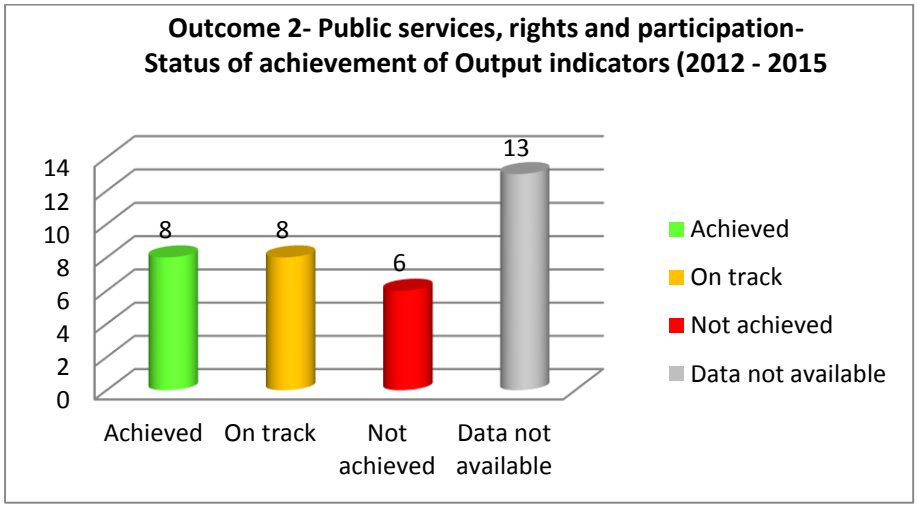

Figure 14 Outcome 2 - Status of Output indicators

Substantive results

The 2012 UNDAF Annual Review (August 2013) devoted just three paragraphs to Key Achievements relating to decentralized budgeting and planning (Output 2.2), legislative support (Output 2.4) and the strengthening of the National Assembly legislative drafting in relation to compliance with gender, human rights and CEDAW conditions (Output 1.1). It is regrettable that the output numbers mentioned above are not mentioned in this report, nor is information given on the state of achievement of the other ten Outputs.

In addition OG2 produced a useful 10 page draft UNDAF AP Annual Review Report : Outcome 2 Public services, rights and participation for 2012, according to a standard template. This summarized progress relating to Outcomes in terms of:

The main activities carried out; **2.**

Progress in terms of:

Part 1 Overall progress towards expected outcome relating to the three main components of 1) Improved delivery of public services; 2) More effective protection of the rights of the poor and vulnerable; 3) Greater participation in transparent decision-making.

Part 2 Gender equality and/or women's empowerment, in terms of (i) Awareness-raising and capacity development interventions on gender-related issues; (ii) Women's participation; and (iii) Development of national systems to ensure compliance with gender equality and women's human rights standards included in CEDAW.

Part 3 Assessment of progress towards resource mobilization targets, for the 12 agencies supporting this Outcome. ;

3. Challenges and Opportunities, and

4. Recommendations.[100]

In addition a separate 2014 Outcome 2 Annual Review Report listed progress in 2014 towards the achievement of Outcome 2 in relation to the three main components[101] of this Outcome, namely:

(i) ***Greater participation in transparent decision-making***[102]**:** relating to this component, for the first time Not-for Profit Associations (NPAs) participated in the high level round table meeting in late 2013 as well as in the RTIM in 2014; the participation of civil society organisations (CSO) in provincial consultations in Saravane, and the introduction by the National Assembly of an effective public petitions and hotline mechanism were mechanisms for enabling greater participation in decision-making to take place.

As an example of **UN system** support in 2014, UNDP supported the Government to organize a series of consultations over the year to seek views of various stakeholders on the proposed revisions to the decree. Some of the key changes related to the amount of external contribution that NPAs can accept with the need for prior approval (less than $50,000) which has now been taken out. At the community level, community radio stations played significant roles in disseminating important information to local communities in 8 ethnic languages and reached an audience of about 90,000 people across 6 districts of 3 provinces (Oudomxay, Xiengkhouang, and Saravane) in 2014.

As an example of how **human rights and equity** (geographical and group targeting) criteria were applied, the UNDP's and UNWOMEN's support, the National Assembly strengthened the capacity of the Women's Caucus by incorporating gender perspectives into the law-making process and National Assembly's policy agenda. UNDP has assisted the National Assembly in conducting a needs assessment of the Women's Caucus and in developing a roadmap for their further empowerment. It also helped develop quick reference briefs on gender for current and future parliamentarians.

In terms of **Lessons learned** the UNDAF noted the value of:

The advantages of CSO involvement in development as they are able to work directly with communities to reduce poverty and achieve MDGs. Furthermore, CSO participation in the Round Table mechanism, their feedback in the implementation of 7th NSEDP, and in their participation in the preparation of the 8th plan highlighted the value of their contribution;

Working with the private sector has proved critical for better public engagement in the decision-making process. Furthermore community radio stations have partnered up with Lao Telecom for use of antenna and provision of promotional materials for running development projects at the local level.

[100] This Annual Review Report for 2012 for Outcome 2 would appear to be a good model for all Outcome areas, and could be adapted and used by all AGs. It is not clear why similar reports were not received for all Outcome areas and for all years (2012, 2013, 2014)

[101] NB These components were not articulated as "sub-outcomes" in the Results Matrix.

[102] This component would appear to include Outputs 2.1

(ii) More effective protection of the rights of the poor and vulnerable**,** through major changes in the legal landscape following the amendment of the Constitution and development of civil and penal codes. In the area of law-making, the Government conducted the law-making baseline assessment and also finalized the draft Village Mediation Decree. In terms of people's access to justice, the Government conducted a national survey in selected provinces in order to improve the public perception towards the legal sector. In addition,

In the area of penal code drafting, the process greatly benefited from much increased coordination among UN agencies. For instance, under the UNDP's leadership, a task force, composed of different UN agencies and other development partners, was created to provide technical support to the penal code drafting committee. The task force contributed significantly to the drafting committee's work by introducing best practices from other countries on certain subjects such as alternative sentencing, definitions of culpability, and criminal liability of juristic persons;

In the area of law-making, UNDP organized a series of consultations with the Government to introduce best practices from other countries on mediation, which helped to set the tone for finalizing the structure of the Village Mediation Decree. At the last consultation, UN agencies gave valuable comments to the draft Village Mediation Decree, most of which have been incorporated into the final draft.

In the application of programming principles, particularly of **human rights**, UNDP applied a human rights-based approach. For instance, when selecting geographical focus, UNDP ensured that social disadvantaged groups would be the main target audience for such future support as mobile legal aid, mobile courts, and legal information dissemination. The public justice survey was also conducted in a way to ensure ethnic, social, economic, and cultural diversity in the samples so that the survey result would represent the voices coming from different groups of the population.

In terms of **lessons of experience**, the creation of the penal code task force among UN agencies has greatly helped not only to consolidate UN resources and expertise but has also led to better understanding of each other's priorities in the legal sector and identify mutual areas of support. Taking this positive lesson forward, it is felt that the task force could eventually evolve into a platform for the discussion of more thematic areas than the penal code among all relevant UN agencies.

(iii) ***Improved Delivery of Public Services*****,** through support to the "Sam Sang" (Three Builds) programme[103] and in particularly through an expansion of the District Development Fund[104] and the start-up of pilot schemes on district service delivery mechanisms and a service user feedback survey. This aimed to improve the effectiveness of service delivery by promoting greater accountability of district authorities and participation of communities in the service delivery process, thereby implementing the objective of Sam Sang in strengthening the district as the channel for service delivery.

As part of **UN support,** with the joint effort of UNDP-UNCDF to the implementation of the NGPARP[105], the Government has initiated consultations on the amendments to the Law on Government to address some of the key ambiguities and clarify the roles and responsibilities between key agencies. The proposed changes especially on the Law on Local Administration and the draft Law on City and

[103] The Sam Sang (Three Builds) directive was stipulated in the Resolution of the 9th Party Congress, under which 1) Provinces are to be built up as strategy-making units, 2) Districts are to be comprehensively strengthened and 3) Villages are to become development units. The concept of the directive was to delegate management, responsibilities and benefits to local authorities appropriately.

[104] The DDF was set up under the joint UNCDF-UNDP Governance and Public Administration Reform – Strengthening Capacity and Service Delivery of Local Administrations (GPAR-SCSD) project. The aim of this project is to increase the capacity of the local administration, leading to better delivery of services which aims to improve the lives of the poor, especially in rural areas of Lao PDR. The project started in mid-2012 and will run until December 2015. It provides funds for the building of basic infrastructure, such as schools and health centers at the district level. Moreover, Government officials of 53 districts in 7 Laotian provinces have undergone a series of training and refresher training on planning, budgeting, monitoring, reporting, project management as well as financial management under the DDF mechanism.

[105] National Governance and Public Administration Reform Programme

Municipality were expected to incorporate provisions that reflect lessons learned from the pilot implementation of Sam Sang.

To assess **capacity development** and whether capacity of local administrations in delivering the services has been improved or not, the first ever performance based grant system assessment exercise in Lao PDR (under the District Development Fund modality) was introduced in 8 districts in Saravane province. The Performance Assessment system is a transformational change for how districts do business and stand accountable for their performance. The assessment result (scoring system) will influence their future fiscal assignments and it is believed that is a way of incentivizing better performance of the district administration.

Regarding **lessons learned** the Enactment/Amendment to the Law on Government, Law on Local Administration and Law on Municipality and City are important in order for the changes in the roles and functions of sub-national administration to be formalized. The up-scale of Sam Sang after the completion of piloting will require attention to the increasing of budgetary resources to sub-national administration to effectively perform additional functions and responsibilities. Similar amendments to the various decrees that define the roles and functions of the different ministries will need to be similarly addressed.

Finally, the 2014 UNDAF Annual Review devoted only five paragraphs to a selected number of areas, in Outcome 2, also without attributing Output numbers. These provided brief descriptions of results relating to the National Assembly, and incorporation of gender perspectives, through the Women's Caucus (Output 2.1), law making and the Penal Code revision (Output 2.4), information and participation in national planning and monitoring - including community radio (Output 2.8), local administration capacity development for service delivery, including through the District Development Fund (Output 1.2).

8. Management and coordination arrangements:

Overall management and coordination responsibility for the delivery of outputs and the achievement of indicators rests with OG 2, under the co-chairmanship of UNDP and UNODC. It was understood that for the first three years of the UNDAF, the functioning of OG2 was not very regular or systematic, although it appears that steps have been made to rectify this in 2014/2015.

9. Management and coordination: The 2012 and 2014 Annual Review Reports provide partial information on activities and results, but they do not provide a systematic analysis of: the extent to which the Outcome and Output indicators are being achieved, or provide much narrative analysis of the way the outputs are contributing to this, nor of resource mobilization and delivery.

In terms of design, monitoring would have been easier if outputs had been grouped according to the three main themes, and using the same numbers of

Greater participation in transparent decision-making (or 3)?);

More effective protection of the rights of the poor and vulnerable,

Improved delivery of public services (or 1?),

As presented the thirteen outputs do not follow a consistent sequence or logic. The links between them could be clarified, thus making management and monitoring less confusing.

10. Lessons learned

1) Substantive lessons

These are given above for each of the three groupings for 2014. These should be reviewed and analysed by OG2 in the context of the forthcoming Country Analysis for the UNPF;

2) Process lessons

These relate to the need to strengthen Outcome monitoring through reporting on Outputs (specifying their number), and assessing their impact on the achievement of the Outcome indicators. Strengthening the OG2 to fulfil its responsibilities is essential.

10. Recommendations

In order to strengthen management and coordination, there would appear to be a need for:

1) A theory of change which links clearly the proposed Outcome with the corresponding Outputs and Inputs in the three very different – though inter-linked – areas of 1) **Democratic and legislative governance** (participation, transparency, decision-making etc.), 2) **Human rights** (gender and others), and 3) **Executive governance** (civil service and public administration reform at national, provincial and district levels);

2) An appropriate grouping and numbering of outputs and inputs under the above three areas, as well as documentation to summarize agency inputs to the achievement of outputs and work plans;

3) The inclusion of a brief "thematic title" for each output (based on the words under-lined,

4) The use of appropriate and SMART language for output definitions;

5) More rigorous and systematic monitoring, using a common format for all Outcomes, and based on that used for the 2012 Annual Review Report. Attention should be paid to the extent to which UN support is contributing to specified outputs and outcome indicators.

5) Financial monitoring of resources (core and non-core), planned, delivered and to be mobilized, with actual or planned source of funding.

4.3 Outcome 3 Equitable provision of education and training for employment

By 2015, under serviced communities and people in education priority areas benefit from equitable quality education and training that is relevant to the labour market

Context and rationale:

Despite substantial improvements between 2000 and 2010, access to education and quality of education remain a challenge for the Lao PDR government. While overall access to education has improved significantly (with a net primary enrolment ratio of 93% in 2010), wide disparities are observed between urban/rural and poor/non-poor areas, as well as along the ethnic and gender divide. In addition, primary education is characterised by high (and worsening) repetition and dropout rates as only 71% of all pupils who have enrolled in grade 1 complete the primary cycle. Quality of education has lagged behind increased enrolment, and that is one of the reasons behind the high dropout rates. The education system suffers from incomplete and ill-equipped schools, as well as from a shortage of qualified teachers and teaching and learning materials.

Beyond education, there are urgent needs for technical training and vocational education that are market-driven, affordable, and flexible, and for improvements in employment promotion policy, enterprise development and job creation, with public employment services better able to match job seekers (or unemployed) with enterprises looking for labour. Without these, the vulnerability of the working age population will increase. Pressures to migrate both internally and externally will grow, and young people, especially women and girls, will be more at risk of being trafficked and exploited.

Alignment with national policy:

In response to these challenges, the government has set out its Education Strategic Vision 2000-2020 and the Education Sector Development Plan (ESDP) 2011-2015. The overall objective is to achieve the national Education-For-All (EFA) and MDG goals by 2015. These goals are also articulated in the 7th NSEDP even though it is recognised already that some of the targets are unlikely to be achieved. The UNDAF Action Plan framework reflects the commitment of UN agencies to support Lao PDR to reaching the national priorities in connection with Education.

UN support response[106]:

Equitable quality education, and training that is relevant to the labour market (Outcome 3)

UNICEF supports Government to implement a primary school improvement initiative in four educationally disadvantaged districts, which are in Saravane, Xiangkhuang, Phongsaly and Luang Prabang provinces, providing all students in grade one and two with textbooks and their teachers with accompanying teachers' guidebooks and improve water and sanitation facilities. At the national level, they support development of curriculum, education materials and teaching guides for teacher training, pre-primary and primary education.

In order to develop a harmonized approach to quality improvement, the Department of Primary and Pre-School Education (DPPE) has adopted a "Schools of Quality" concept, an approach based on the Child Friendly School approach initiated by UNICEF, was an initiative that addresses access and quality in basic education as the country strives to meet its commitments to the MDGs. Now it has been integrated into the government's long terms policy as Education Quality Standard. The training modules and other implementation tools are developed with the support of Community Initiative for Education Development I and II supported by JICA for the sustainability of the implementation.[107]

Develop the capacity of the Government to more effectively manage the education sector (Output 3.1)

[106] UN system support projects to be added in text or footnotes for ease of reference
[107] Child Friendly School – Case Study: Lao PDR, UNICEF 2011

UNICEF and **UNESCO** support the Ministry of Education and Sports (MoES) in the coordination and development of multi-year sector plans to strengthen planning, budgeting and monitoring processes.

Increased coordination (under leadership of the MoES) were witnessed in the delivery of the Education Sector Development Plan, consistent with Aid Effectiveness Principles as the terms of reference for the four focus group within Education sector working group are available at point of UNDAF assessment with "comprehensive and informative reports or statements about the status of interventions, reviewing the achievement, effectiveness of the aid and submission of the new initiatives for the all-round development of the education sector".[108] Education sector working group is mentioned to be the most active among the others.

The availability of the information which assessed the achievement of various development inputs is still limited. For example, the information related to the quality of education, inclusive education, teachers training (in-services/pre-services) and effectiveness of the training are still yet to emerge in the system. Addressing this issue, the MoES, in collaboration with a private technical group, has developed an interactive programme which can be connected among the modified Education Management Information System (EMIS). UNICEF supports MoES at central, provincial and district levels to utilize disaggregated education sector data from the EMIS for planning, budgeting, monitoring and strengthening policies.

Although the National Policy and National Strategy and Action Plan on Inclusive Education was endorsed in November 2011, it has been difficult to mobilize a supporting budget for its implementation and the data and information availability is very limited. A number of initiatives were piloted but national implementation is yet to happen. For example, DFATD (formerly known as AusAID) supported a Catholic Relief Services to train schools and communities in how to help children with disability to access and participate in education from 2012 and 2014. DFATD, UNICEF, WB and MoES are collectively seeking possible way to collect the statistics related to inclusive education.

Support children to better prepare for school, and complete their education (Outputs 3.2 and 3.3)

In terms of supporting the enhancement of school enrolling and retention, **WFP** School Meal programme works to break the inter-generational cycle of undernutrition by providing pre-primary (ages 3-5) and primary (ages 6-10) school children with a school meal, as well as by providing take-home rations for Informal boarders[109]. WFP also passes nutrition-related messages to improve students' knowledge and awareness of nutrition, health and hygiene practices. WFP outreaches all schools in LuangNamtha, Oudomxa, Pongsaly, LuangPrabang, Sekong, Saran and Attapeu provinces.

UNICEF and **UN-Habitat** back Child-Friendly Schools which ensure children can learn in a safe and inspiring environment which includes appropriate water, sanitation and hygiene facilities specifically in the Saravane province.

Many students leave the system prior to the end of the compulsory education cycle and many of those out of school lack the minimum amount of school time considered by UNESCO as necessary for acquiring basic literacy skills. **UNICEF** and **UNESCO** work on reaching disadvantaged, out-of-school children with opportunities to ease their transition back to the formal school system: *mainstreaming*, providing returning children with special remedial support within the regular classroom context; and *"bridging" education*, involving separate intensive courses, delivered within or outside the formal school system, designed to raise academic proficiency prior to returning to the regular classroom. Specifically, UNESCO assist in implementation and further improvement of equivalency programme for primary, lower-secondary, upper-secondary and non-formal vocational education

Developing skill standards and testing modules to certify the upgraded skills of workers (Output 3.5)

[108] Education for All 2015 National Review Report: Lao People's Democratic Republic

[109] Informal boarders are students who live in unofficial dormitories at schools far from home.

The inter-agency research programme, Understanding Children's Work (UCW), was initiated by the **ILO, UNICEF** and the **World Bank** to help inform efforts towards eliminating child labour. The Programme is guided by the Roadmap adopted at The Hague Global Child Labour Conference 2010, which lays out the priorities for the international community in the fight against child labour.

"Low labor productivity" in Lao PDR is the result of enduring weaknesses in the country's education and training systems. Getting the right supply of skills is critical to Lao PDR's industrial growth and competitiveness especially within the scope for the establishment of the AEC by 2015. ILO assistance to the Lao National Chamber of Commerce and Industry (LNCCI) centers around organizational capacity building for tri-parties and social dialogue, labor law reform, and measures to promote enterprise development, job creation, and improved productivity and competitiveness.

With the support from **ILO** and private sector engagement, LNCCI is strongly involved in reforming the technical and vocational education and training (TVET) systems of Lao PDR in order to get industries' required competencies and skills though competency based training (CBT) and other training methods that strongly focus on practical training; establishing linkages with industry for placements, apprenticeships and internships. The Lao-German Technical School and Lao-Korean Skills Training institution has developed a number of cooperation with the private sector in the field of construction and automotive technology, electronics, metal machining, and welding and plumbing. Seven skill standards for the ICT sector were completed and associated testing modules developed.

Through the development of strong intra-ASEAN linkages, the MoLSW has successfully developed a number of comprehensive technical skills standards in line with its role within TVET. Three pilot state managed employment service centres have been recently established to link job seekers with employment opportunities. While this is a new and a challenging area of work, long term prospects appear strong. Within the SME sector, ILO adaptation of global best practice tools within the SME and entrepreneurship development sector to the Lao context has resulted in wide scale adoption of such by state and non-state actors.

However, results from the 2012 Laos Enterprise Survey provide an indication of the relative importance of inadequate human capital levels from the perspective of Lao firms in the non-agricultural economy. Firms cite "inadequately educated workforce" more frequently than any other factor as the biggest obstacle to growth. Skills deficits are most felt in medium- and large-size firms in the services and commerce sectors. The perceived skills deficit suggests significant unmet demand for skilled labour among Lao firms outside the agriculture sector, and highlights the importance of investing in youth education and training as a means of improving youth employment outcomes. As such more could still be done in this area.

Additionally, according to the World Bank's estimation, the economic growth rate of Lao PDR is about 8% per year since the early 2000's as the country decentralises control, encourages private enterprise and accelerates foreign investment. In connection with the growth, rural-urban migration is gradually growing to cope with the increased cost of living where many young people is likely to drop their education and look for the job opportunities in the city. This exacerbates the existing challenge that 10% of children never attend primary school and of those who do attend, only about 70% survive to grade 5.

Resource mobilisation and delivery:

A total of $45.8 million was envisaged for Outcome 3 which is the about 13.8% of total resource required for the UNDAF Action Plan and third most resource-required outcome. Of this about 29.5% had been mobilised by 2012, leaving a resource gap of nearly 70.5% to be mobilised.

A breakdown of funding availability (core and non-core), expenditures/commitments and resource mobilization results for Outcome 3 in total, by agency and by output is not available.

Agencies should provide this information annually and cumulatively to relevant Outcome Groups and the RCO for the UNDAF period, and thereby help to provide a full record of UN resource availability and use for this Outcome.

Overall assessment, including of joint support:

The IMM Matrix (Annex 4) shows that of the 5 outputs planned for outcome 3 (see Table 1 below), it is estimated that three outputs with indicators which were achieved or on track; and two indicators were struggling with limited or no data achieved.

Results are patchy while attempting to match the interventions against the need, and of the effectiveness of any of the interventions. This is a result of available information, choice of UNDAF framework indicators, and the time period under consideration.

Table 1: Performance of outcome group by outputs

Achieved/On-track	No data
3.1 Government has the capacity to effectively coordinate, plan, implement and monitor education sector development (UNESCO, UNICEF, WFP)	3.3 Primary and secondary school-aged children, especially girls in educationally disadvantaged communities are enrolled in complete primary and secondary education that uses a life skills approach (UNESCO, UN Habitat, UNICEF, WFP, UNFPA)
3.2 Pre-school aged children, especially girls in educationally disadvantaged communities, are better prepared for school (UNESCO, UNICEF, WFP)	3.5 Government and concerned industries have the capacity to develop and approve Skill Standards and Testing modules and certify the upgraded skills of workers (ILO)
3.4 The needs of disadvantaged children are addressed through curricula revisions in pre-primary, primary and secondary and teacher education (UNICEF, UNESCO)	

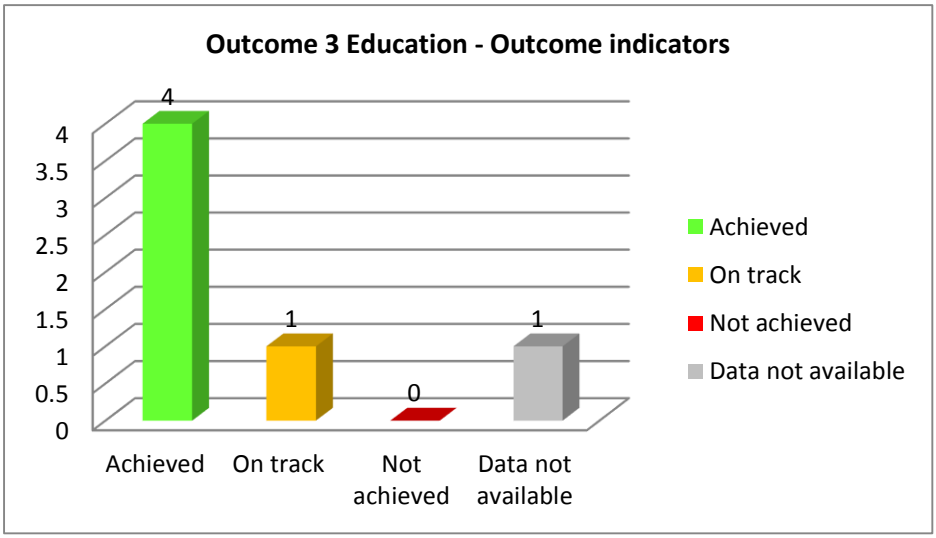

Figure 7 Outcome 10 – Status of Outcome indicator achievement

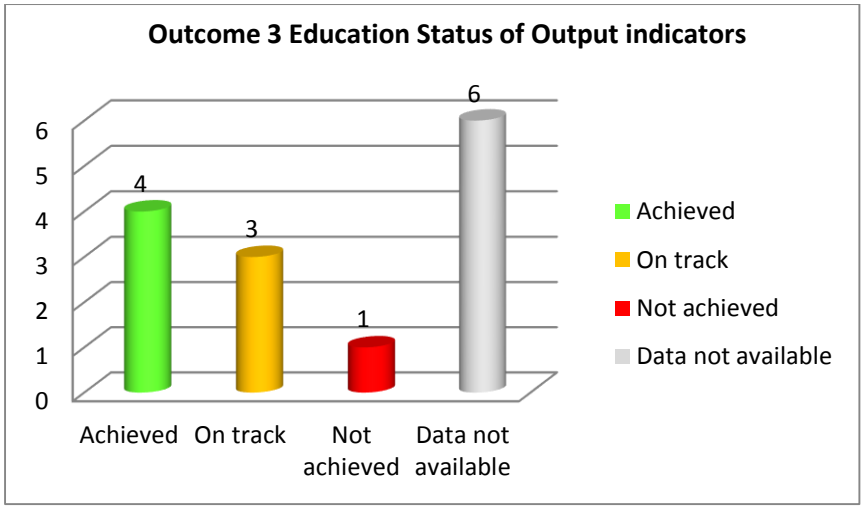

Figure 8 Outcome 3 Education - Status of Output indicators

Management and coordination arrangement:

The Education Sector Working Group continues to serve as a key coordination mechanism and supersedes the need for a separate UN agency outcome group. This poses a challenge, however, for Non-Resident UN agencies that are unable to fully participate in the more technical ESWG focal group meetings. Further reflection is required on the best means by which the convening agency can ensure that all UN agency perspectives are represented in the ESWG meetings.

Partnership between UN agencies in the education sector has taken the form of technical collaboration between programmes (such as that of WFP and UNICEF on WASH in Schools and School Meals) rather than separate joint programmes.[110] As such, four out of five outputs were a collaboration between UNICEF, WFP and UNESCO; with UN-Habitat being a part of the output to ensure "Primary and secondary school-aged children, especially girls in educationally disadvantaged communities, are enrolled in and complete primary and secondary education that uses a life-skills approach".

7. Emerging issues and Lessons learnt: MoES reported supportive partnership with UN agencies within the education sector. However, technical collaboration between programmes (such as that of WFP and UNICEF on WASH in Schools and School Meals) had been perceived to be independent projects rather than a collaborative effort to improve the outcome results under universal education. The two UN agencies are likely to be working in silo with independent departments and/or officers from MoES. While it was reported that some aspects of policy coordination take place between the UN agencies either within OG or Education Sector Working Group meetings, there was limited coordination happening at the programmatic level.

Achievements relating to school access are not aligned with the economic and learning needs of non-Lao out-of-school youth[111] and the children of disability. Based on a cross-sectoral understanding of youth needs, risks and opportunities in Laos PDR, this evaluation noted the gaps in addressing the dynamics and complexities of youth and their contribution to national development. By not having dedicated programmes to address the needs of these sub-groups of youth, this evaluation is also

[110] UNDAF Annual review report 2014

[111] There remain a substantial number of out-of-school children in Laos. Taking the narrower group of 8-13 year-olds to eliminate most potential late entrants, some 80,000 (over nine percent) were out of school in 2010. Of this group of out of school 8-13 year-olds, more than 45,700 (some 57 percent) never entered school and the remainder dropped out prematurely. As reported in Figure 3, the share of children not in school begins rising from age 11 years, at the end of compulsory schooling, but the share of out of school children is by no means negligible even before this age.

cognizant of the salient development challenges emanating from the current young demographic profile of the country.

Local labour market conditions appear to have an important influence on youth's participation in employment and schooling.[112] An increase in the different types of local labour which demand higher level of skills significantly influences the likelihood of youth working and affects their likelihood of attending school. This result suggests that households are influenced not only by their own circumstances but also by opportunities in the labour market when making decisions concerning children's education. An improved investment in TVET which is well linked to the job market would motivate youth to stay in school.

8. <u>Recommendations:</u>

The following recommendations are made to the UNCT/OG3 to accelerate "universal primary schooling" in addition to existing investment in government's capacity and system strengthening:

Promote the teaching profession among the young through media and education program. Changing the mind-set of young people with good academic results to engage into teaching;

Promote and facilitate entrepreneurship and other industry-related skills development as part of school curriculum starting from primary education; and extend the provision to reach the out-of-school youth and disabled. The use of sports is a possible modality;

Conduct social assessment of the ability of different population groups to access and take-up education which include participatory stakeholders' consultations and contextual assessment to develop and design a theory of change to guide UN agencies to work together;

Create dialogue opportunities on understanding the impact of ASEAN Economic Community on domestic and international migration and urbanization and their effects on education and employment. Meeting the demand for skills will depend on improving education and training.

[112] Aldobrandini, V. (2014) Understanding children's work and youth employment outcomes in Laos, Summary report

4.4 Outcome 4 and 6 Equitable health, HIV/AIDS and social welfare services

By 2015, people in the Lao PDR benefit from more equitable promotive, preventive, curative and rehabilitative health and social welfare services; as well as key populations at higher risk of HIV infection benefit from increased coverage and quality of treatment

Context and rationale:

Health systems: Decentralisation of the health sector in the late 1990s has created challenges in overall management and financial monitoring. At central, provincial and district levels there are hospitals and separately managed Health Offices. At sub-district level there are Health Centres with two or three health staff mainly for outpatient treatment. Accreditation of health facilities does not exist and quality control is rudimentary and ad hoc. Major government underfunding results in inequitable allocation of resources and services. Financial oversight of the health sector and budgeting practices have significantly improved in recent years, but reporting from health facilities-districts-provinces on financial flows and expenditure and related service delivery should become more timely and reliable.

The central government allocates the health budget to the provincial level. The province adds about an equal amount to the government budget from its own sources. Most of the recurrent government budget to the health sector is spent on remuneration of employees and health workers. The non-salary recurrent health budget is very low. This inevitably adversely affects institutional capacity both in terms of the management of the sector and in terms of the monitoring and control processes necessary at all levels of government. There is also an imbalance in budget allocation: nine hospitals and health institutes located in Vientiane Capital receive 40% of total government health budget. Consequently, district and health centres continue to suffer from a shortage of qualified health staff, among other inputs. Qualified medical doctors and registered nurses are concentrated in urban areas, with rural populations receiving health services mainly from lower qualified medical staff.

Maternal health: In 2007 a MCH-EPI Technical Working Group was established by the MOH, as one of the components of the sector-wide coordination mechanism in health sector, to assist in developing an integrated package of MNCH services and the key strategies for its national expansion to reach high coverage by 2015. Free MNCH services now have been implemented in 60% of the districts in Lao PDR. However, there is evidence of inequity in term of accessing to health services due to geographical allocation, ethnicity and socio-economic status. In 2014, the maternal mortality ratio (MMR) in Lao PDR reached 220 per 100,000 live births in 2013. Improvements were seen in key maternal health coverage indicators. Births by trained health personnel increased from 23% to 42% between 2005 and 2011, the percentage of pregnant women receiving antenatal care increased from 35% to 54% , and the contraceptive prevalence rate (modern methods) increased from 35% to 42% during the same time period. However, only 38 per cent of newborns and their mothers received health checks or postnatal care visits within two days of delivery. Institutional deliveries are low (12.5 per cent).

Between 2010 and 2012, clear increases were seen at the national level and in all targeted provinces with three of the targeted provinces experiencing greater percentage point increases (between 19 and 27 percentage points) than what would be expected at the national level (12 percentage points) given current trends. For deliveries by trained health professionals, increases between 2010 and 2012 in the targeted provinces were between 4 and 20 percentage points, compared to the expected increase at the national level (2 percentage points.) The average age of marriage for females is 19.2 years. Lao has one of the highest adolescent pregnancy rates in the region, at 94/1000. 19 per cent of girls have had a live birth before the age of 18, and 3 per cent have had a live birth before the age of 15.

Child health: Child deaths are due to common preventable and treatable conditions (34% neonatal conditions, 19% pneumonia, 16% diarrhea, 6% measles). Under-five mortality has dropped from 98 in 2005 to 73 in 2011.

The infant mortality rate (IMR) has been reduced from 70 to 68 per 1,000 live births from 2005 to 2011 (4), but there are reports of increases in remote areas. Improvements may be a result of high impact interventions like immunization and breastfeeding, or to improvements in social economic conditions. The percentage of 1 year old children immunized for measles increased from 33% to 52% between 2006 and 2011/2012. However, this rate of change will not allow the country to meet its target of 90% by 2015. DPT3 increased from 49% in 2005 to 74% in 2010. 15 per cent of all children aged 5 to 17 are working children. Half the working children (49 per cent) work under conditions that are hazardous to their health and well-being. Two per cent of all working children received work-related injuries or illnesses attributed to work.

Infectious diseases: Infectious disease remain the greatest cause of morbidity and mortality. The most common diseases are acute diarrhea, dengue, acute respiratory infections, parasitic diseases, and vaccine-preventable diseases. Laos has recently responded to outbreaks of avian influenza A(H5N1), pandemic influenza A (H1N1) in 2009 and outbreaks of epidemic-prone diseases such as cholera with an enhanced surveillance capacity and a purpose-trained epidemiologist in every province.

Water and sanitation: The environmental burden of disease constitutes 26% of total disease burden in Lao PDR. An estimated 10 per cent of under-five deaths are due to diarrhea. Lack of access to improved water and sanitation is the biggest risk factor. At 59% coverage in 2011, Laos is on track to meet MDG targets relating to sanitation (60%). However, rural sanitation coverage is one of the lowest in the region (38%). The proportion of population reached for improved water supply was 70% in 2011, and the MDG target of 80% is on track Coverage is still below the regional average of 91%. More work is needed for behavior change. Water coverage in schools has increased but sanitation lags behind. In 2013, water and sanitation facilities were present in 53 and 42 per cent of the country's primary schools, respectively, compared with 39 and 41 per cent in 2009. However, less than one-third (29 per cent) of primary schools have access to both a water supply falls to 15 per cent in several provinces.

HIV/AIDS: The most recent estimation and projection exercise (CHAS 2010, Epidemic Projections) showed a national HIV prevalence of 0.2% among the general population (15 to 49 years) with an incidence of 1,000 new HIV infections annually, 300 HIV related deaths and the projected number of people living with HIV (PLHIV) to be 14,000 by 2015. The national case reporting system reports a cumulative number of 4,612 HIV positive people, including 2,937 AIDS cases and 1,235 deaths by AIDS (CHAS 2010, from 1990 to mid-2011). Sexual transmission remains the most common mode of transmission with 88% of reported cases, while mother-to-child transmission is estimated at 5.5%, and men who have sex with men represent 1.7% of the overall new infections (CHAS, June 2011). More evidence is required for people who inject drugs, but available data indicates that sharing infected injecting equipment is likely to become one of the most common modes of HIV transmission. The proportion of Tuberculosis (TB) patients tested for HIV is not yet representative, but it is estimated that the prevalence of HIV among TB patients is between 5% and 13%, which are the average proportions of TB-HIV patients, respectively among all TB patients and among those tested. The cumulative number of PLHIV under ARV treatment as of June 2011 was 1,819, out of which 813 are female and 123 are children (72 female). In early 2011, the country embarked on reviewing its ARV treatment policy and guidelines to align with the new WHO recommendations for initiation of the treatment based on a higher CD4 threshold. This, in turn, is likely to increase the number of people in immediate need of ARV treatment. The above indicates that the HIV epidemic is still driven by specific behaviours that put people at higher risk of HIV infection.

Alignment with national policy:

The 7th Health Sector Development Plan (HSDP) 2011-2015 aims to strengthen the existing health system, particularly at the primary health care level, to ensure access to quality health services to the poor and vulnerable populations in remote areas. The goals of the 7th NHSDP are as follows:

Contribute to eradicating poverty to improve the Lao people's quality of life, aiming to achieve the five health-related MDGs;

Create basic material and technological health infrastructure in order to bring the country out of the least developing country (LDC) status by 2020; and

Expand and strengthen the health system in order to meet the needs of the people, especially the poor and vulnerable in synergy with the rapid industrialization and modernization of the country.

To achieve these goals, the UN agencies aimed to support the health sector in Lao PDR to improve the access to, and use of quality health services in order to acquire a rapid improvement in health and healthcare for Lao's population. In doing so, the UNDAF framework supported the Lao PDR government to pursue the implementation of appropriate health policies by prioritizing the provision of basic health services, via an approach to universal health coverage in years to come.

UN support response[113]:

Strengthen the health system to be better governed, financed, staffed and managed

Overall, the utilization rate of public facilities is low. Based on MOH HMIS report 2014, the annual utilization of public health facilities declined slightly for both outpatient and inpatient care, from approximately 0.38 to 0.3 visits per capita per year for outpatient services. These rich–poor and urban–rural gaps in health service utilization were highlighted and requires urgent policy attention.[114]

Over the past five years, the MOH has worked with the DP in strengthening the country's health system. The establishment and function of the sector working group for health, chaired by MOH and co-chaired by WHO and the Embassy of Japan, has been the core mechanism for effective coordination and cooperation in health, thus enhancing aid effectiveness. The various technical working groups and task forces formed under this mechanism have drafted major policies and strategies for sector development in areas such as human resource for health and health financing; maternal, neonatal and child health; emerging infectious disease; HIV/AIDS, malaria and tuberculosis control.

WHO, UNICEF and **UNFPA** reported investment efforts to support the government to expand health infrastructure, and to improve the distribution of finances and human resources for health in urban and rural areas. However, due to the limited coordination, the support did not reach their goals, resulting in inequitable access across population groups. Essential diagnostic and therapeutic equipment is concentrated at provincial and central hospitals, where most patients, especially the rural poor, will not have access to it. One crucial challenge highlighted was the salary payments and staff morale causing the inequitable distribution of the health workforce, with high and mid-level health workers mostly concentrated at central and provincial hospitals. As a result, the quality of services at the health centres and district hospitals is comparatively poor, such that patients bypass these primary healthcare services and go directly to tertiary-level facilities, causing overcrowding there. The MOH is working on reintroducing the training programme for medical assistants, providing an incentive package for staff to work in rural areas, and negotiating for an adequate number of sanctioned posts for rural health workers.

In Vientiane province and Vientiane Capital, WHO piloted the flow system for the Sexually Transmitted Infection (STI) programme linking outreach, care and treatment systems for Men having Sex with Men (MSM). The STI treatment guidelines were adapted by University of Laos supported by Global Fund.

Address underlying social and economic determinants of health.

With the support of **UNFPA, UNICEF, WFP** and **FAO**, the Laos government generated disaggregated evidence on the needs of women, children, young people and rural populations, particularly those in remote communities and from smaller ethnic groups to inform policy-making and programme development. This includes large scale surveys like the Lao Social Indicators Survey (LSIS), Labour Force

[113] UN system support projects to be added in text or footnotes for ease of reference

[114] The Lao People's Democratic Republic health system review. (2014). Health Systems in Transition, Vol. 4 No. 1.

and Child Labour Survey (LFCLS), Lao PDR Reproductive Health Survey (LRHS), Skilled Birth Attendance Assessment (SBAA), Emergency Obstetric and Newborn Care (EmONC) assessment and the Agriculture Census.[115] The Participatory Ethnographic Evaluation and Research (PEER) study focused on the reproductive health needs and perceptions of ethnic and rural women.

Additionally, **WHO** supported the MOH with the Health Management Information System (HMIS) Strategic Plan using Health Metric Network methodology and MNCH data processes linked to this tool. Health facility staff were provided ongoing capacity building in using the HMIS and basic data collection, analysis and use for improving programme management. The health system data was scattered, with very little information collected. Many of the key metrics suggested for monitoring the national health status were either reported under an unreliable reporting system (e.g. vital statistics on births and deaths) or not reported (e.g. data on mental health, diabetes, cardiovascular disease). Data analysis, and the use of disaggregated data in the planning and monitoring of national, sectoral and provincial development plans, are limited.[116] Surveillance of 17 notifiable syndromes has improved with computer-based systems currently functional at provincial levels.[117]

UNAIDS together with USAID-CDC in Thailand continue to support the Centre for HIV/AIDS and STI (CHAS) to estimate and project the size of key HIV affected population every year. When UNAIDS was not absence on the ground for 1.5 years, WHO has brought numerous consultants to help with Global Fund process. Additionally, the National Harm Reduction Policy has been drafted and is pending approval. The development was led by the National Support Unit which included DFAT which is one of the main DPs in addition to UNODC.

Develop capacity of national and subnational governments in implementing a social welfare system.

UNICEF supports the development of the social welfare law which is already approved by National Assembly. The Drafting Committee's technical level Secretariat met on 28-29 April 2015 to collect information on existing social protection provisions and to provide inputs on implementation issues, gaps in social protection policy and on recommendations to address the identified issues and gaps. UNICEF also supports the Ministry of Labour and Social Welfare's role in developing and overseeing the development of the child and family welfare, including the establishment of Child Protection and Assistance Committees (CPAC) at the central, provincial and district level as well as some 475 Child Protection Networks (CPN) at the community level.

The **ILO** programme of assistance focused on providing technical support to the government in establishing the institutional arrangements and other preconditions (including research and human capacity requirements) for a merger of the health components of the main social security schemes, together with the rollout of a pilot stage of the harmonised scheme in Vang Vieng. About 43% of the province was covered under the social health protection scheme. All interventions are undertaken through the ILO's technical cooperation project on national health insurance, which is a USD 2 million Luxembourg-funded programme run in partnership with WHO. Through this project, the ILO set up a National Health Insurance Agency, which provides the institutional means to ensure that all reasonable safeguards and institutional provisions are in place to enable equal access to social protection –and particularly health insurance- for specific vulnerable and at-risk groups, particularly women, those with disabilities and those living with HIV and AIDS. In parallel, WHO engaged an international clinician consultant to design and provide capacity building on health facilities quality assurance system.

Support improved coverage and quality of sexual and reproductive health

Complementing **GAVI**'s efforts, **UNICEF** supports the Lao Government in ensuring that all children can access efficient, safe and sustainable immunization services. UNICEF supports the national objectives

[115] UNDAF. (2013) First UNDAF Annual Review Report (Draft).
[116] UNICEF. (2014). *Children in Lao PDR: Situation Analysis Update.* s.l. : UNICEF.
[117] WHO. (2011). *Country Cooperation Strategy for the Lao People's Democratic Republic 2012- 2015*.

of maintaining polio free status, eliminating measles and maternal and neonatal tetanus. At the same time, UNICEF also supports the government in delivering selected high impact child survival and development interventions, such as early initiation and exclusive breastfeeding, immunization, Vitamin A supplementation, and deworming of children under 5 years of age through health facility. There was an increase in coverage of key vaccination among children under five years of age. In 2014, the Rubella vaccine was introduced and will be administered together with measles as the Measles – Rubella Vaccine. About 87 percent measles coverage has been achieved. Although at the point of UNDAF assessment, there was measles outbreak, it was reported that processes in place to ensure 95 percent coverage will be achieved in the coming year.

WHO provided support to the government to build the capacity of all provincial hospitals to have HIV/AIDS testing capabilities whereas only 90% of district level facilities were able to provide such services. Additionally there are nine AntiRetroViral Therapy (ARV) centres throughout Laos PDR.

UNFPA led the development and implementation of the skilled birth attendance plan, helping to coordinate the task force for human resources for health. The use of midwives was being reintroduced in Lao PDR when the Maternal Health Thematic Fund (MHTF) started in 2010. MHTF reinforced midwifery education and contributed to an EmONC assessment that will be the basis for the MoH to improve EmONC services all over the country. According to UNFPA monitoring data, 1086 midwives had been trained since then with 2.4 percent increase in national ANC data from 2012 to 2014. However deployment and retention and quality of care are perennial obstacles to effective coverage. Regular support and supervision to ensure the delivery of quality services are not systematically in place. There is also little progress in ensuring the quality of care provided and the environment in which midwives work.[118]

Regular supply and availability of family planning (FP) commodities require more focused capacity and systems strengthening and increased coordination. Although stock outs are still reported in some health facilities in remote areas, the new system is making promising progress, for example annual stock availability survey saw an increase of six percent from 43 to 49 percent of fixed site service delivery points with no stock out of FP commodities and at least five life-saving reproductive health drugs in six months prior to survey. However stock outs of pills, injectables and IUDs were reported.[119]

While there were no available data at the point of assessment, it was reported in the UNDAF annual review report 2014 that “new latrines and clean water systems have been constructed nationwide” mainly led by **UN-Habitat, WHO** and **UNICEF**.

Supporting the essential package of integrated Maternal, Neonatal and Child Health and Nutrition services and recognising complementarities of other programmes.

The maternal, neonatal and child health package is the key strategy for maternal health in Lao PDR and was developed with the support of **WHO** and **UNFPA** and other partners. It serves as a guiding framework for harmonizing support for this strategy. The package is integrated in the Health Sector Plan which is also coordinated under the health SWG. UNFPA technically supports the implementation of many of the components of the maternal, neonatal and child health package, in particular the skilled birth attendance plan, and together with **WHO** and **UNICEF**, contributes to three strategic objectives - improving governance and management capacity, strengthening quality of health service provision, and mobilizing individuals, families and communities for maternal, neonatal and child health) through supporting the MoH at implementation level. There have been a number of health promotion activities for maternal and child health in Lao PDR, but these have been fragmented and there has been no attempt for scaling-up.

The EmONC Assessment was supported by MHTF and **UNICEF**, the National Institute of Public Health, the University of Health Sciences and the Faculty of Post-Graduate Studies in 2011. **UNFPA** provided

[118] Mohtashami, Hassan. (2015) *Increasing Access and Utilisation of Quality Maternal Health Services in Target Areas.* Vientienne : UNFPA.
[119] ibid

overall technical and financial support and collaborated, in particular with **WHO** for technical and financial support for the data collection, and Averting Maternal Deaths and Disabilities (AMDD) also provided technical support. Results from the assessment contributed towards a national EmONC plan.

Free MNCH services now have been implemented in 60% of the districts in Lao PDR. However, there is evidence of inequity in term of accessing to health services due to geographical allocation, ethnicity and socio-economic status. Many contextual and implementation constraints remain. The quality of services remains a challenge, and there is an urgent need to address the number, quality and distribution of skilled health personnel.[120]

Due to low caseload of HIV/AIDS among mothers, **UNICEF** changed their strategy since 2013 instead of training midwives on Prevention of Mother-to-Child Transmission (PMTCT), they introduced a surveillance mechanism to screen all pregnant women on HIV screening as part of their ANC visits. This allowed HIV to be part of a broader framework for health instead of isolating HIV as a separate disease.

Strengthen capacity of communities to promote and maintain their own health.

Mass organizations actively participated in health-related activities, especially mobilizing communities and conveying health educational messages. The key active mass organizations are the Women's Union and the Youth Union. Involvement of these organizations, as well as UNFPA and WHO adapting health materials, reached about 60% of young people aged 15-24 to receive adolescent sexual and reproductive health life-skills education through primary and secondary schools as well as non-formal and technical schools.

For HIV/AIDS, eight community based organizations (CBOs) had also participated in the national joint programme review – they are Population Service International (PSI), Lao Positive Health Association (Laos PHA), Mettatham, Lao Red Cross, Laos Women Union, Laos Youth Union, Norwegian Church Alliance, Clinton Health Access Initiative (CHAI).

4) Resource mobilisation and delivery:

A total of $59.6 million was envisaged for Outcome 4 which is the about 19.4% of total resource required for the UNDAF Action Plan and most resource-required outcome. Of which about 52.9% had been mobilised by 2012, leaving a resource gap of nearly 47.1% to be mobilised. Whereas for outcome 6, a total of $7.2 million (2.1% of total UNDAF budget) was envisaged, of which 44.9% had been mobilised with a resource gap of 55.1% in 2012.

Whereas for Outcome 6, a total of $7.2 million (2.1% of total UNDAF budget) was envisaged, of which 44.9% ($3.2 million) had been mobilised with a resource gap of 55.1% ($4.0 million) in 2012.

A breakdown of funding availability (core and non-core), expenditures/commitments and resource mobilization results for Outcome 4 in total, by agency and by output (if possible) is not available .

Agencies should provide this information annually and cumulatively to relevant Outcome Groups and the RCO for the UNDAF period, and thereby help to provide a full record of UN resource availability and use for this Outcome.

5) Overall assessment, including of joint support:

The IMM (Annex 4) shows that of the 11 outputs planned for outcome 4, it is estimated that three outputs with indicators which were achieved or on track; five indicators which were achieved or on track with some indicators with no data, and two were reported to be not achieved and one have completely no available data. Whereas for outcome 6, two of the three outputs were not achieved and one was achieved.

[120] UNICEF. (2014) *Children in Lao PDR: Situation Analysis Update*

Results are patchy while attempting to match the interventions against the need, and of the effectiveness of any of the interventions. This is a result of available information, choice of UNDAF framework indicators, and the time period under consideration.

Table 1: Performance of outcome group by outputs

Achieved/On-track	Achieved/on-track with partial data not available	Not achieved	No data
Outcome 4 Health and social welfare services			
4.8 International Health Regulations core capacity requirements achieved (including for emerging, neglected tropical and other communicable diseases) (UNICEF, WHO)	4.2 Policies and programmes in place that address underlying social and economic determinants of health (UNICEF, WHO, UNFPA, WFP)	4.1 Health systems are better governed, financed, staffed and have better management, data, products and technology (UNICEF, WHO, UNICEF, WFP)	4.7 Communities in small towns and vulnerable children and women in rural areas have improved access to water and sanitation services (UN-Habitat, UNICEF, WHO)
4.10 National and subnational government is better able to implement a social welfare system (ILO, UNICEF, WHO)	4.3 Non-communicable conditions, mental disorders, violence, injuries and visual impairment prevented and reduced and risk factors for health conditions prevented or reduced (WHO, UNICEF, UNFPA)		4.9 People in Lao PDR have increased awareness of drug prevention and better access to treatment, rehabilitation and reintegration services (UNODC)
4.10 National Health Insurance scheme is established and piloted, and coverage under social health protection schemes has been extended in target areas (ILO, UNICEF, WHO)	4.5 Individuals, families and communities in priority areas have access to an integrated package of services on maternal, neonatal and child health (UNFPA, UNICEF, WHO, WFP)		
	4.5 Vulnerable and most-at-risk young people in priority urban areas have better access to quality youth-friendly, gender-sensitive, socially-inclusive sexual and reproductive health information and services (UNFPA, WHO)		
	4.4 Ministry of Health and other relevant institutions improve information, coverage and quality of sexual and reproductive health information and services (UNFPA, WHO)		
Outcome 6 HIV prevention, treatment and support			
6.3 National AIDS Authorities and their HIV partners are better able to plan, implement evidence and rights-based, gender-sensitive and resourced HIV policies (Joint UN Team on HIV/AIDS)		6.1 More most-at-risk populations have access to quality HIV/STI prevention information and services (Joint UN Team on HIV/AIDS)	
		6.2 More People living with HIV and AIDS have equitable access to and use of effective, gender-sensitive HIV treatment, care and support services (Joint UN Team on HIV/AIDS)	

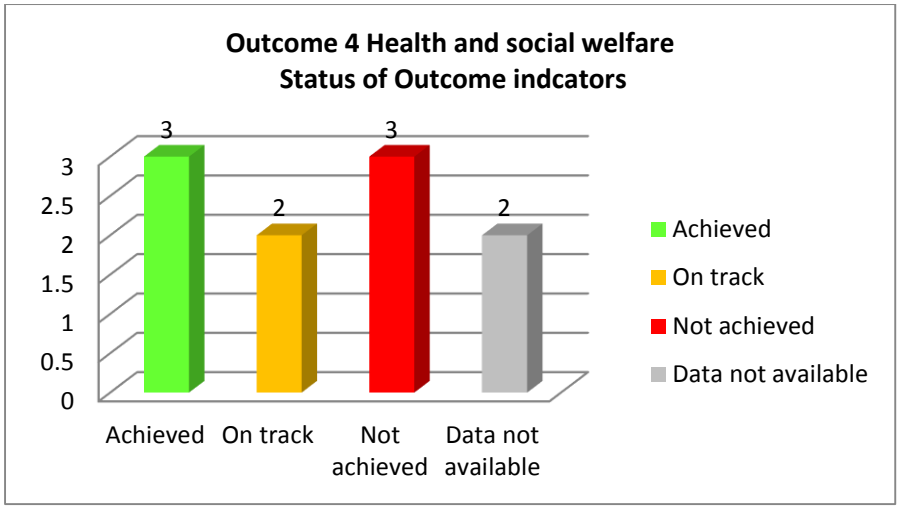

Table 7 Outcome 4 - Status of achievement of Outcome indicators

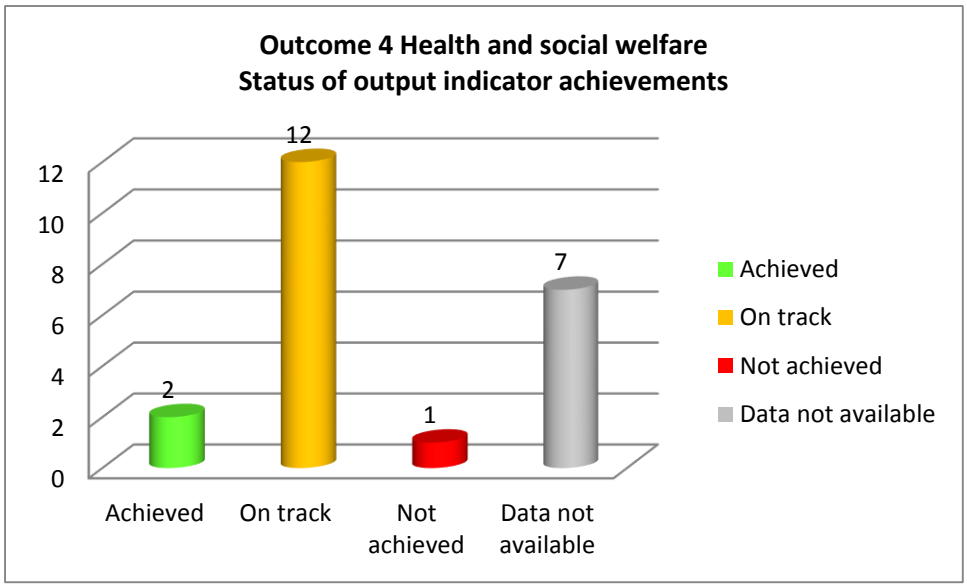

Table 8 Outcome 4 - Status of achievement of Output indicators

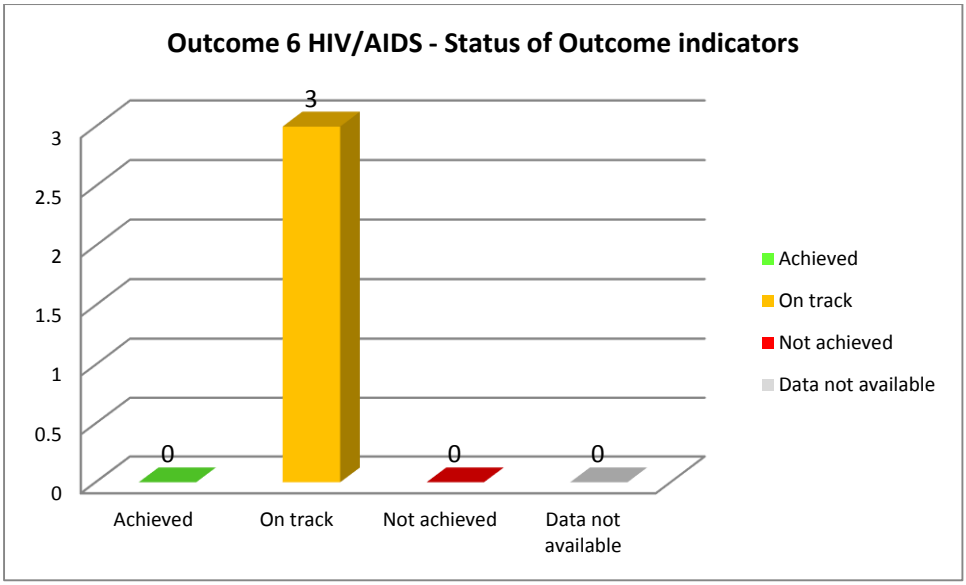

Table 9 Outcome 6 - Status of achievement of Outcome indicators

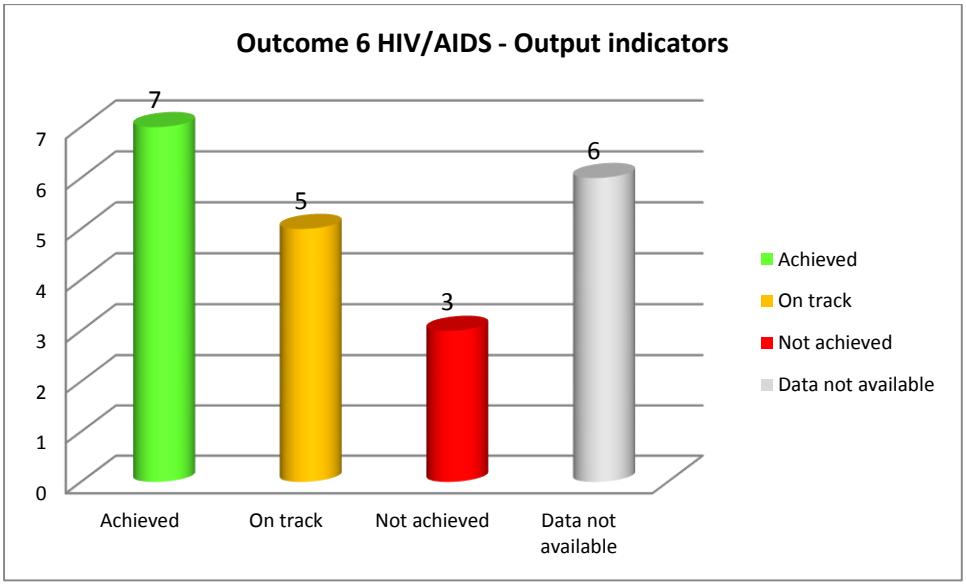

Table 10 Outcome 6 - Status of achievement of Output indicators

6) <u>Management and coordination arrangement:</u>

The **United Nations Joint Programme (UNJP) for MNCH** was developed by **UNICEF, UNFPA, WHO** and **WFP** to address high levels of maternal and child mortality and under-nutrition. Over the first 2.5 years of programme implementation, the four UN agencies and the MoH have increased collaboration and helping to reduce overlap. However, this programme was not originally conceptualized as a joint programme and in some areas, there is no consistent approach or clear justification/testing of the different approaches being used. This is causing tension and confusion both inside and outside of the programme.[121] A total of 10 outputs were envisaged, of which eight involved more than one UN agency:

<u>Health systems are better governed, financed, staffed and have better management, data, products and technology</u> (UNICEF and WHO),

[121] Levisay, Alice. *(2013) Mid-Term Review of the United Nations Joint Programme on Maternal, Newborn and Child Health 2011-2015.*

Policies and programmes that address social and economic determinants of health (UNICEF and WHO),

Ministry of Health and other relevant institutions improve information, coverage and quality of sexual and reproductive health information and services (UNFPA and WHO),

Individuals, families and communities in priority areas have access to an integrated package of services on maternal, neonatal and child health (UNFPA, UNICEF and WHO),

Vulnerable and most-at-risk young people in priority urban areas have better access to quality youth-friendly, gender-sensitive, socially-inclusive sexual and reproductive health information and services (UNFPA and WHO);

Communities in small towns and vulnerable children and women in rural areas have improved access to water and sanitation services (UN-HABITAT,UNICEF,WHO),

International Health Regulations core capacity requirements achieved including for emerging, neglected tropical and other communicable diseases (UNICEF and WHO), and

National & subnational government is better able to implement a social welfare system (ILO, UNICEF and WHO).

Moreover due to the multi-sectorial nature of Outcome 6 on HIV/AIDS, the 3 outputs will all be delivered by the Joint UN Team on HIV/AIDS which is chaired by UNAIDS (defunct since 2012 and only re-launched since April 2015), which brings together expertise and resources from UNICEF, WFP, UNDP, UNFPA, UNODC, ILO, UNESCO, WHO, WB, ADB, IOM and UN Women:

More most-at-risk populations* have access to quality HIV/STI prevention information and services;

More People living with HIV and AIDS have equitable access to and use of effective, gender-sensitive HIV treatment, care and support services; and

National AIDS Authorities and their HIV partners are better able to plan, implement evidence and rights-based, gender-sensitive and resourced HIV policies.

Outcome Group 4 and 6 are co-chaired by UNFPA, WHO, UNICEF as well as UNAIDS and UNODC respectively. OG4 has reported to have met only once or twice in 2015 since the implementation of UNDAF in 2012 and there was no meeting reported for OG6. UNAIDS also ceased operating in 2012 and the agency was only re-launched in Laos PDR in 2015.

7) Emerging issues and Lessons learnt:

The public health system is affected by gaps in capacity. The attainment of quality standards in terms of service delivery remains a concerning issue. Only sustained and coordinated efforts to improve the current low levels of quality and abilities will achieve results.

DP have been providing significant support to the MoH, with capacity improvement a long-term effort. The UNJP for MNCH, driven by Luxembourg instead of the influence of the UN agencies, provided an extremely valuable framework for harmonization. However, full harmonization takes time and requires strong coordination, particularly at implementation level, but stakeholder commitment helps to promote convergence.

While the UN agencies had selected and targeted its geographic areas of interventions based on both health indicators and also factors like remoteness and poor accessibility, robust monitoring of UNDAF is hampered by different factors such as the lack of adequate indicators, capacity gaps, and HMIS weaknesses. For some indicators, ethnicity is not a causal factor but represents a proxy variable for geographical factors, including the availability of road access, which in turn determines access to important services.[122]

[122] Geoffrey Hayes. (2015). Laos PDR Country Population Assessment. UNFPA

The case study of HIV/AIDS showed that sustainability is limited by difficulties obtaining donors' commitment, and resource and capacity shortages and political will. The high dependency upon external aid hinders the process whereby government partners take increased responsibility. However some interventions were designed without an exit strategy to transition responsibility to government or community partners, limiting potential sustainability.

The outreach approaches supported by UN agencies engaged mainly students in formal and informal school settings. However, given that the average years of education was less than 5, it would seemed that huge proportion of lost opportunity which was not tapped in terms of effecting behaviour change by the lack of community empowerment, mobilization process and media campaigns.

8) Recommendations:

To increase the use of health services and provide the reproductive health care needed to improve maternal and neonatal health, health systems must meet minimum standards in terms of human resources, infrastructure, supplies and management.

The following recommendations are made to the UNCT/OG4/6 to accelerate "universal access to reproductive health" and "reduction of maternal mortality" in addition to existing investment in government's capacity and system strengthening:

1) Define service delivery for comprehensive package of integrated preventive and curative maternal care interventions at community, primary and tertiary care health levels and address corresponding issues relating to referral between facilities;

2) Put in place quality assurance mechanisms for health workers' capacity development and service delivery specifically at facility implementation;

3) Conduct social assessment of the ability of different population groups to access and take-up health services which include participatory stakeholders' consultations and beneficiaries' assessment in selected provinces to develop and design a theory of change to guide UN agencies to work together through UNDAF framework;

4) Support extension of the reproductive health curriculum in the school education and explore alternative forms of outreach responding to the need of remote communities and to ensure that preventive services and health education messages reach high coverage. The use of peer educators or social media are possible modalities;

5) Seek opportunities for more dialogue on understanding the impact of ASEAN Economic Community on domestic and international migration and urbanization and their effects on health. Efforts must be made to strengthen cross-border disease control. A need exists for early detection and effective treatment through comprehensive primary health care approaches.

4.5 Outcome 5 Improved food security and nutrition[123]

By 2015, vulnerable people are more food secured and have better nutrition

1) <u>Context and rationale</u>:

Poverty: About 27 percent of the population in Lao PDR lived below the poverty line.[124] Poverty incidence was higher in rural areas where it stood at 32 percent (almost twice the rate of the urban areas). There is also a wide variation in rural poverty rates. Poverty has fallen significantly (to less than 25 percent) in Vientiane, Central and Southern regions along the Mekong Valley and along the Thai and Chinese borders, where economic growth has been driven by cross-border trade, but it remained high (more than 40 percent) in the remote upland areas in the North and along the Eastern border with Vietnam, where villages largely inhabited by ethnic minority groups were still cut off from markets and services and suffered from chronic food insecurity and malnutrition.[125]

Food insecurity: In Lao PDR, food insecurity is closely associated with adequate access to rice, which consumption accounts for more than 2/3 of population's calorie intake. In 2010, at the time of UNDAF inception, Lao PDR was self-sufficient in rice at the national level. However, the country still faced two major challenges in addressing food security due to: (i) a marked instability in annual production due to climatic conditions and frequent natural disasters (flooding and droughts), which were becoming a regular and devastating occurrence;[126] and (ii) a high prevalence of food insecurity and malnutrition in large parts of the rural areas, in particular in the Northern, Central and Southern Highlands where increases in food production, in a difficult and fragile environment, had not matched population growth. Rice shortages in those areas averaged about 3-4 months/year.

Nutrition: Based on the Lao Social Indicator Survey 2011-12 (LSIS 2011-12), a nation-wide household-based survey of social development indicators, key findings on nutrition were:

One in four children under the age of five years is moderately underweight (27 per cent) and 7 per cent are severely underweight

Nearly half of children (44 per cent) are moderately stunted and 19 per cent are severely stunted

per cent of children are moderately wasted, and 1 per cent are severely wasted

This baseline survey, while noted is only representative at the provincial level, remains the most authoritative data source on malnutrition in Laos and indicates that Laos is 'seriously off track' for the nutrition-related targets set out in MDG 1: Eradicate Hunger. These targets are:

Underweight Prevalence Target = 22%

Stunting Prevalence Target = 34%

Studies carried out by the Ministry of Planning and Investment (MPI) and the National Economic Research Institute (NERI) indicated an annual loss of 2.4% in GDP resulting from the productivity and other losses associated with nutrition.

It should be noted that the MDG target on hunger was in fact achieved.

2) <u>Alignment with national policy</u>:

The current UNDAF assistance aimed for an ambitious reduction of prevalence of underweight in children U5 of 20 percent and 34 percent of stunting. The approaches proposed by the 7th NSEDP are:

[123] Prepared by Sharon Low

[124] Lao Expenditure and Consumption Surveys, conducted every five years since 1992/3.

[125] Accordingly to WFP Comprehensive Food Security and Vulnerability Analysis (CFSVA) 2006/7, the largest proportion of food insecure households undertaken is found in the provinces of Bokeo (41 percent), Saravane (30 percent), Xieng Khuang (25 percent) and Sekong (24 percent).

[126] Ever year in the 37 year period from 1966 to 2002, at least part of the country was affected by either drought or floods, or a combination of both. In 2005 and 2006, more than 7 and 6 percent respectively of country rice cultivation areas were damaged by floods and drought.

To ensure that the country's population has good nutrition, and to ascertain sufficient food supplies required for achieving the MDG 1

Finding lasting solutions of malnutrition or lack of basic nutrition, in particular among population groups deprived of socio-economic opportunities, women in reproductive age groups (with emphasis on those pregnant), mothers after delivery, breast-feeding mothers, babies <2 years old (and also< 5 years) and pre-school children.

Inculcate the habit of consuming balanced food in adequate quantities, and prevent diseases/illness caused by consumption of contaminated food. Attention would be paid to ensure sufficiency in food supplies and access to them.

Promote education on nutrition, health and clean environment and strengthen inter-sectoral and sectoral-provincial coordination, thereby integrate nutrition in with other sectors

UNDAF broadly recognized the need to adopt approaches tailored to the specific characteristics and development potential of the country's main farming system,[127] with the better endowed Southern and Central Lowland areas along the Mekong producing a commercial surplus of rice and ensuring the national food security by the accelerated adoption of improved technologies and building more diversified agricultural and non-agricultural livelihoods.

3) UN support response[128]:

Current UNDAF has had less of a sum effect on food security and nutrition due to the complexity of modalities and deliveries. However, opportunities won and lost as a result have drawn attention to the need to optimise each agency's comparative advantage in strengthening the country's resilience to future shocks and make progress in addressing acute malnutrition. There had been incremental allocation of national and international resources reported through the UNDAF review in 2014 which facilitate the country's efforts in achieving food security and better nutrition for the country.

Addressing the immediate causes of malnutrition (Output 5.1)

The key activities were to develop countrywide treatment protocol for acute malnutrition; distribute Ready-to-Use supplementary food to prevent chronic malnutrition in targeted areas; and vitamin A supplement to children 6 to 59 months.

Based on a number of interviews and literature review, it was noted that much of the UNDAF strategy for Outcome 5 was a response to address the nutrition and food security situation in the nine provinces affected by the 2008 flood and the 2009 Ketsana Typhoon where the assessments showed that the prevalence of Global Acute Malnutrition among children under-five, is alarmingly high and that in the southern provinces it had exceeded the threshold of the global definition of an emergency situation (≥15 per cent).[129]

Provisions of supplements

WHO supported the development and implementation of guidelines for inpatient management of acute malnutrition and weekly iron supplementation of women of reproductive age. **UNICEF**'s key role included technical and financial assistance for the community based management of acute malnutrition, including screening, referral and management, and nutrition and child feeding education. As part of this support, **UNICEF** provided Ready-to-Use Food for severely malnourished

[127] There are four main farming systems: the lowland rainfed and/or irrigated farming systems of the Mekong plains well suited for irrigated rice production and which are rapidly transitioning to commercial agriculture and declining poverty rates; Northern lowlands, with a rapid expansion of cash crops (rubber, maize) and livestock activities, with poverty in decline; the Northern Highlands, with medium to high poverty levels, good agricultural potential, practicing shifting rice and maize cultivation and raising livestock but currently undergoing a transition from subsistence to more market oriented agriculture including cash crops (rubber); and the Central Southern Uplands with low population density and the highest incidence of poverty, with limited potential for agriculture, producing rice for subsistence, gathering forest products.

[128] UN system support projects to be added in text or footnotes for ease of reference

[129] Feeney, B. (2013). Evaluation of the Community Based Management of Acute Malnutrition, Lao People's Democratic Republic

children, provision of micronutrients and nutrition education. WFP provided targeted supplementary feeding with rice-soya blend for moderately malnourished children under-five years of age and blanket supplementation with rice for pregnant and lactating women.

From 2011-13 – 2013 to now, the free distribution of weekly iron folic acid supplements to women reproductive age has seen its coverage increase from **13 districts** within 3 southern provinces to 46 districts in 9 provinces, both in the South and the North. WHO provided technical and financial support to MOH & MOE on conducting base line survey in September 2013 and End line survey in November, 2014 for pre- and post-anemia.

Food and nutrition security continues to be one of the most seriously off-track MDG targets for Laos PDR. While it was acknowledged that the provision of nutritional supplements is a short term remedial measure to prevent further mortality and morbidity in the community, a number of concurrent efforts were also carried out to address underlying issues relating to nutrition and food security.

Most significantly, in parallel to UNDAF framework, **WFP** had carried out a Food Fortification Industry, Market and Policy Assessment in late 2012/early 2013. The objective was to inform on the possibilities of engaging in food fortification. In addition to that, **WFP** supported an inter-ministerial delegation to attend a "Scaling Up Rice Fortification in Asia" workshop in 2014. Some of the food fortification possibilities identified were (i) oil fortification with vitamin A+D; (ii) fortification of glutinous rice with iron and other vitamins and minerals; as well as (iii) salt fortified with both iodine and iron, or double fortified salt (DFS). In the short term, these targeted fortification programs can address the micronutrient needs of high risk groups including pregnant women and young children as they simultaneously develop the capacity of Lao food companies. In the medium term, these activities may create a foundation of awareness and capacity for commercial sector market-driven fortification initiatives and in the longer term, as fortification technology develops and domestic food industry expands, may facilitate adoption of national mass-market fortification.

Address limited nutritional knowledge and poor care practices in rural communities. (Output 5.2)

The key activities were training of trainers through Laos Women's Union and civil society members on nutritional knowledge using the Infant Young Child Feeding (IYCF) guidelines and care practices for infants including six-month of exclusive breastfeeding and complementary food after six months.

An estimated 15% of children are born with low birth weight. Determinants of stunting include adolescent pregnancy and maternal undernutrition, poor diet diversity, food insecurity, and inadequate water and sanitation. Over half the young children under two (57 per cent) are not fed often enough.[130] The LSIS 2011-2012 suggests that prevalence of undernutrition by age shows a particularly steep increase in malnutrition in the first two years of life. Wasting amongst children in Laos PDR is associated with severe decrease in food intake and diarrheal disease, usually as a result of natural disaster.[131]

Maternal undernutrition is an important risk factor for Lao mothers and their children. A 2006 survey found an estimated 14 per cent of women mildly or severely thin for their height, which increases the risk of having low birthweight babies. One third of women were found to suffer from anemia.[132] This is an area which seemed to have not been addressed adequately in the current UNDAF by any agency.

Since 2012, **WFP** nutrition programme has focused on preventing stunting in children under 2 years of age by focussing on the first 1000 days of life. Supplementary feeding is given to women to improve their nutritional status and that of their infant while pregnant or lactating, as well as to children (6-23 months) to ensure they get essential macro and micronutrients; WFP outreaches all health Centres and villages in Luang Namtha, Oudomxay and Sekong provinces. In addition to supporting the

[130] ibid
[131] ibid
[132] Ibid

enhancement of school enrolling and retention, WFP School Meal programme works to break the inter-generational cycle of undernutrition by providing pre-primary (ages 3-5) and primary (ages 6-10) school children with a school meal, as well as by providing take-home rations for Informal boarders[133]. WFP also passes nutrition-related messages to improve students' knowledge and awareness of nutrition, health and hygiene practices. WFP's Livelihood Initiative for Nutrition programme targets adulthood and focuses its intervention in the area of food security, agriculture and rural development, including strengthening the communities' resilience capacity to external shocks. To this end, WFP is intervening with: Food-/Cash-Assistance-for-Assets (F/CFA) activities.

Together with the MOH, **UNICEF** led the development of comprehensive IYCF programme response including the development of the National IYCF Guidelines, a nation-wide communication plan on breastfeeding and complementary feeding, and a community-based programme promoting adequate IYCF/WASH practices. Dissemination of community based nutrition education has taken place in numerous villages through government and INGO partnerships. At the point of assessment, the integrated operational delivery model was unclear and resource implications of scaling-up using different delivery modalities were not defined.

UNICEF provided technical support to the MOH for estimating medium-term budget needs (2014-2017) and undertake prospective mapping of external confirmed funding for essential nutrition commodities (vaccines, deworming tables, micronutrients, ready-to-use therapeutic foods) and for outreach operating costs. The results of the budgeting and mapping were used to inform the allocation of domestic funds to core service delivery inputs and to mobilise additional external resources to close critical gaps in services for children and women.

(iii) Cross-sectoral coordination mechanism for nutrition and to strengthen capacity in operations, coordination and policy development (Output 5.3)

The key activities are establishing inter-sectoral coordination mechanism for food security and nutrition; mapping nutrition and food security stakeholders; as well as strengthening nutrition monitoring and reporting mechanisms through lining with HMIS and surveillance systems.

Laos PDR had a National Nutrition Strategy and Plan of Action (2010 – 2015) which prioritized the immediate actions for 2015 as an effort to narrow the gap in attaining the nutrition and food security MDG. The approach previously applied to address nutrition has been recently revised. Rather than being seen as an issue belonging just to the health sector, it is now been recognized as an issue that needs the involvement of several different sectors and an integrated approach.

In line with Scaling Up Nutrition framework, **UNICEF** supported the secretariat of the National Nutrition Committee (NNC) and MOH to develop and cost scale-up plans for selected nutrition specific interventions focusing on 22 priority interventions (see Table 1). The programme has been scaled up to all 16 targeted districts in the three provinces of intervention, namely, Oudomxay, Luang Namtha and Sekong led by **UNICEF, WHO** and **FAO**.

Table 1: 22 priority interventions of the Multi-sectoral Food & Nutrition Security Action Plan

HEALTH, NUTRITION & WASH (14)	**EDUCATION (4)**
1. Iron supplements weekly for reproductive aged women, daily for pregnant women 2. Vitamin A supplements for children < 5 3. Deworming children < 5	15. Provision of school lunches 16. School based gardens combined with nutrition education (with encouragement of school children as change agents)

[133] Informal boarders are students who live in unofficial dormitories at schools far from home.

Table 1: 22 priority interventions of the Multi-sectoral Food & Nutrition Security Action Plan	
4. Universal Salt Iodization 5. Breastfeeding of Infants/ Young Child Feeding promotion counseling 6. Food supplements for pregnant & lactating women 7. Food supplements for children < 2 years 8. Food safety & fortification 9. Management of acute malnutrition in community-based facilities 10. Education community programs for out of school girls through Lao Women's Union / other community networks 11. Growth monitoring for children < 5 (for individual counseling (*link to act. 5*) 12. Capacity building - community to central level 13. Strengthening specific nutrition surveillance reporting system 14. WASH - Strengthening water supply systems in health centers, communities, households, schools	17. Inclusion of nutrition in primary, secondary and high school curriculum 18. Using education as a delivery platform for nutrition specific interventions (deworming iron folic acid for school age students) **FOOD & AGRICULTURE (4)** 19. Production and promotion of diversified crop production (incl. home gardens, herb boxes, bean production, etc) and agriculture-linked nutrition education 20. Production and promotion of small and healthy livestock (focus poultry, pigs, etc) 21. Improve post-harvest handling and promoting food processing to improve year-round food security 22. Support and promotion of income generating activities (IGAs), for example agricultural products as well as non- timber forest product (NTFP) including traditional herbs and education on wise use of family income. **0. NUTRITION GOVERNANCE**

A key component of this coordinated action was the review by the UN Chief Executives Board (CEB) in Washington DC in November 2015 of the MDG Accelerated Framework (MAF) initiatives of a number of countries. This included Lao PDR, and its joint programming initiative for "*Accelerating Progress Towards Improved Nutrition For Women And Children*" , for which a combined report and monitoring matrix were prepared. These constituted excellent examples of joint UN support and reporting, which should be replicated in other areas.

Additionally, Both **FAO** and **IFAD** supported the Ministry of Agriculture and Forestry in drafting the Agriculture Development Strategy 2025 and Vision 2030 in achieving food and nutrition security. **WHO, WFP** and **UNICEF** had given support to MOH in its role of the secretariat to the NNC to develop National Nutrition Strategy beyond 2015 and to integrate nutrition into the health sector plans and budgets which are still pending approval. It establishes a framework to improve nutrition by 2020. Importantly, the policy commits the government, donors and investors to abide by the findings of environmental and social impact assessments, and to follow the law, particularly in the hydropower, mining and plantation sectors, to prevent adverse impacts on nutrition.

(iv) Improve household food security and market access for smallholder farmers (Outputs 5.4, 5.5, 5.6, 5.7)

The key activities were to support the production of edible insects and indigenous foods and sustainable fisheries arrangements and aquaculture under local management; as well as small holder farmers provided with training on integrated pest management and better agricultural practices as well as linked to the market and procurement agencies.

While UNDAF was set up to support more strategic and long term goals of the government of Laos PDR, it was clear from a number of documents that the focus was on post-Ketsana recovery and the activities and indicators were a response under UNDAF. Two parts were articulated for **FAO** and **IFAD** role, that is (i) improved food security through alternative food chains as well as better farm practices; and (ii) restoration of livelihoods of the cyclone-affected fishery and aquaculture households.

Analysis conducted by **WFP** CFSVA 2006/7 suggested that the main food group that differentiates households with acceptable food consumption from households with poor or borderline food consumption is animal protein, mostly wild fish and meats. Access to such food sources is therefore critical in ensuring acceptable food consumption. As a result, a book was published encompassing the accumulated knowledge from the UN support to Laos, entitled "Edible insects in Lao PDR: Building on tradition to enhance food security".

FAO and **IFAD** worked on several projects in strengthening the capacity and resilience of smallholder farmer to respond quickly to climatic disasters in the future and promote production of alternative sources of food project in Laos PDR. Successful implementation of climate change adaptation measures for farmers in drought- prone and flood-prone provinces, capacity development through farmer field schools, and improving nutritional diversity at the community level through agro-biodiversity initiatives.

Additionally they also provided training on pesticide risk reduction for farmers, including the formulation of Community Action Plans. Training resource materials were revised and used in Training- of-Trainer sessions. Under the framework of an area-wide approach to integrated pest-management, a number of families in Vientiane Province participated in farmer field schools on techniques for control of fruit flies in jujube.

FAO had also contributed towards safeguarding the continuous and managed access to viable wild animal populations (including edible insects, indigenous food, fisheries and aquaculture) thus becomes a necessity in the food security sector. The Department of Livestock and Fisheries (DLF) has been supported in the formulation of a Strategic Implementation Plan for the development of management of fisheries and aquaculture, with a specific focus on provincial- level staff, and aligning the Plan to recent developments in Lao government policy promoting decentralization. The Plan includes investment opportunities and a framework for capacity development at the local level.

UNDP and **FAO** are supporting the government in updating the National Agro-Biodiversity Programme, and other partners will be consulted through the Sector Working Group to identify follow up actions. The Government, with support from UNDP/FAO, will promote sharing of experiences, good practices and lessons leant through the sector working group to stimulate discussion, guide policy-making, and scale up good practices to increase the conservation and use of agro-biodiversity for food and nutrition security.

Programmatic linkages will be further elaborated in 2015 through the provision of mechanisms to measure the contribution of UXO clearance to food and nutrition security. **UNDP** has been in dialogue with development partners and government to increase the recognition of this issue.

A radio programme on nutrition-related and food production practices has been broadcast through four Community Radio Stations since March 2015. **UNDP** Community Radio has partnered with **UNICEF** and **IFAD** to utilize their communications material broadcasting in three main ethnic languages, Lao loum, Hmong and Khmu. Additionally, on awareness raising, four videos on food production and conservation of ago-biodiversity have been developed to promote NTFP production and conservation that is not costly for communities. These will be disseminated through Lao National TV.

4) <u>Resource mobilisation and delivery:</u>

A total of $58.0 million was envisaged for Outcome 5 which is the about 17.5% of total resource required for the UNDAF Action Plan and second most resource-required outcome. Of this figure, 12.9% ($7.5 million) had been mobilised by 2012, leaving a resource gap of nearly 87.1% ($50.5) to be mobilised.

A breakdown of funding availability (core and non-core), expenditures/commitments and resource mobilization results for Outcome 4 in total, by agency and by output (if possible) is not available .

Agencies should provide this information annually and cumulatively to relevant Outcome Groups and the RCO for the UNDAF period, and thereby help to provide a full record of UN resource availability and use for this Outcome.

FAO has stated that the failure to close the above resource gap and mobilise most of the planned resources seriously affected its ability to achieved outputs and planned activities.

5) Overall assessment, including of joint support:

The IMM (Annex 5) shows that of the 7 outputs planned, it is estimated that three outputs with indicators which were achieved or on track; two indicators which were achieved or on track with some indicators with no data, and two were reported to have completely no available data.

Results are patchy while attempting to match the interventions against the need, and of the effectiveness of any of the interventions. This is a result of available information, choice of UNDAF framework indicators, and the time period under consideration.

Table 1: Performance of outcome group by outputs

Achieved/On-track	Achieved/on-track with partial data not available	Completely no data
5.6 Farmers are better able to implement integrated pest management, good agricultural practices and pesticide risk reduction (FAO)	5.2 Individuals, families and communities have improved food and nutrition security knowledge and practices (FAO, UNICEF, WFP, WHO)	5.1 Prevention and appropriate management of malnutrition promoted (including micro-nutrient deficiencies) resulting in improved nutritional status (e.g. stunting, wasting, micronutrient deficiencies prevalence) of targeted girls and boys under 5 years of age (UNICEF, WFP, WHO)
5.7 Small holder farmers are better linked to the market and agencies procuring food commodities are increasingly buying from them (WFP)	5.5 Sustainable fisheries arrangements and aquaculture under local management developed (FAO)	5.3 Government is better able to implement an integrated and coordinated approach to food and nutrition security and to translate it into appropriate programmes (UNICEF, WFP, WHO)
		5.4 Consumption and production of edible insects and indigenous foods supported (FAO, WFP)

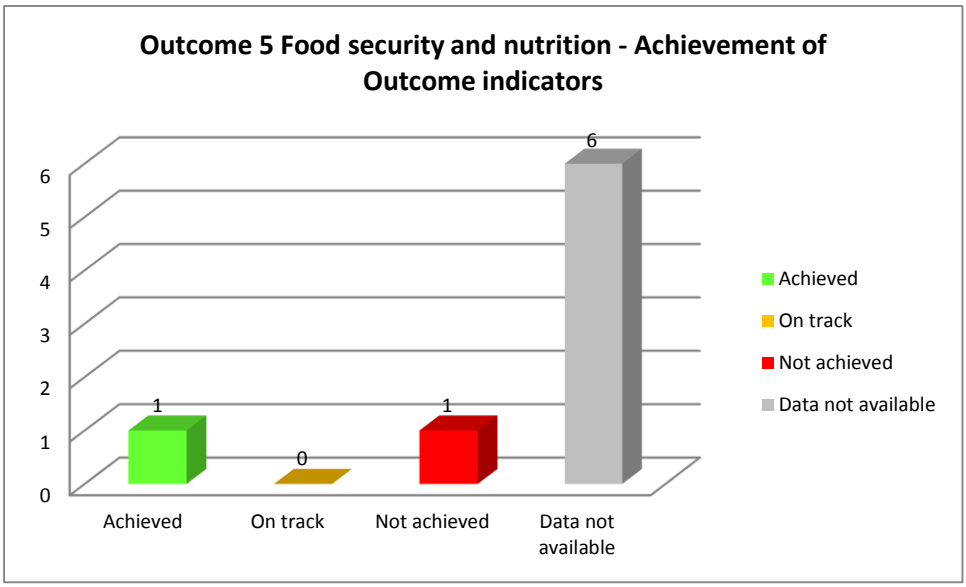

Figure 9 Outcome 5 Achievement of Outcome indicators

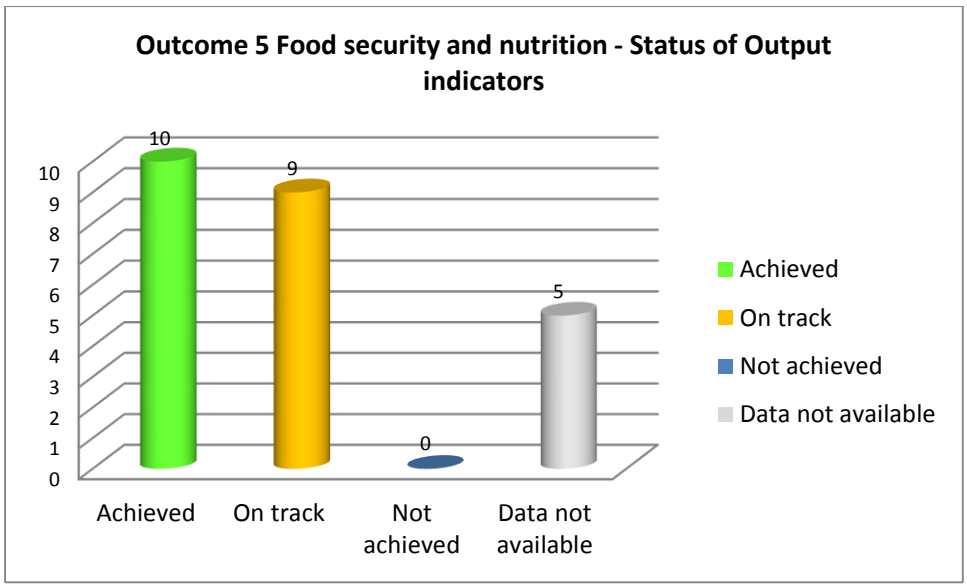

Figure 10 Outcome 5 Status of Output indicators

6) <u>Management and coordination arrangements:</u>

Outcome Group 5 (OG5), co-chaired by **FAO** and **WFP** reported to have met regularly in 2012, which is the first year of current UNDAF. However, the outcome group has not been active since the shift to support the government to develop and implement the Multi-sectoral Nutritional and Food Security Action Plan (MNFSAP).

In terms of joint programming arrangements a total of 7 outputs were envisaged, of which four involved more than one UN agency:

<u>Prevention and management of malnutrition among children U5</u> (UNICEF, WHO and WHO);

<u>Improve food and nutrition security knowledge and practices</u> (FAO, UNICEF, WFP and WHO);

Capacity development for integrated & coordinated approach to food & nutrition (FAO, UNICEF, WFP & WHO);

Promotion of edible insects and indigenous foods as a source of food and nutrition (FAO and WFP).

Overall, the current UNDAF assessment found the design of activities relevant given the context which it was developed. Programme was integrated within the existing MOH structures and did not establish a parallel system. However there were issues around the communication within the UN agencies which caused some level of inefficiency in terms of coordination. For example, UNICEF is leading the informal working group for nutrition with EU as co-convenor, even though WFP and FAO are UNDAF convenor which had been mentioned a point of tension. While they might be working in the same project or geographical location, for example in provision of the 22 priority intervention, there was minimum interaction and communications.

A significant recent development was the choice of the Lao PDR nutrition and food security experience for inclusion in the MDG Accelerated Framework Review of the UN's Chief Executive Board (CEB) held in Washington in November 2014 at which the Resident Coordinator participated. The Report of the Lao PDR experience (included in Annex V Review of MDG Implementation at the Country Level) together with the CEB Monitoring Matrix for Lao PDR, described the country context and the limited progress made to date in reducing malnutrition and the high rates of stunting (44% of children under five years of age), as well as the key bottlenecks and gaps identified in the areas of policy and planning, budget and financing, service delivery and service utilization.

To address these issues the CEB made commitments to (i) Strengthen the coordination structure among development partners and to reduce fragmentation and facilitate integrated and scaled-up support to the Government; (ii) Strengthen commitment to accelerate the reduction of chronic undernutrition; (iii) Improve data and monitoring and evaluation; (iv) Commit to increase spending to combat under-nutrition; (v) Increase awareness and behavioural change regarding nutrition; and (vi) Improve the national knowledge base on nutrition and food production-related issues.

The report also describes the multiple contributions of UN agencies and DPs already being provided in the above six areas from UNICEF, IFAD, WFP, FAO, UNDP, WHO, and the EU, and the progress made in strengthening coordination and working multi-sectorally since the recent establishment of the National Nutrition Committee in July 2013, noting that before this "The Government and development partners worked in a fragmented manner, without an organized approach to nutrition. Key interventions have had low coverage and sectoral interventions have not previously aligned or converge on the same communities. Progress has also been slow due to inadequate prioritization in policies and plans."

7). Emerging issues and Lessons learnt:

Provision of Vitamin A supplements and ready-to-use supplementary food focused on the immediate cause of undernutrition related to inadequate food intake, while an exclusive breastfeeding campaign and nutrition education dealt with the underlying cause associated with poor mother and child care practices. Less progress was made on improving the underlying cause related to food insecurity and the basic cause associated with poor institutional coordination.[134]

Assessment of UNDAF design suggested consistency with recognized principles of nutrition and food security. The main weakness to the design identified were –

Selected value chains (edible insects, indigenous food, fisheries and aquaculture) and corresponding indicators were specific to a smaller group and not scalable to national level;

Inadequate emphasis on improving mother's nutrition which has an intimate relationship to children's nutrition

[134] UNDAF. First UNDAF Annual Review Report (Draft). 2013.

Concepts of climate change and disaster resilience need to be further streamlined into food security and nutrition

Integrated operational delivery model was unclear and resource implications of scaling-up using different delivery modalities were not defined.

The efforts through UNDAF was mainly on the upstream strengthening the policies, capacities and governance level of the selected industries on ensuring sustainability. The horizontal sectoral linkage between UN agencies were undervalued in the process of strengthening vertical linkage with the development partners and government of Laos PDR. As a result, the co-convenors of Outcome Group had occasional difficulties of ensuring information sharing on the progress and for them to appreciate the advantage of having joint M&E system without the high transaction cost.

The project coverage of priority poverty districts and its criteria for selecting participating villages and households which were all part of Government's 47 poorest priority districts. Its overall design was in general valid, with implementation responsibilities given to the relevant ministries and departments. However there was limited mention of strengthening the country's readiness to respond to climatic disasters and resettlement which is at the core of the government's poverty alleviation strategy.

8) <u>Recommendations:</u>

Nutrition and food security is an enormously difficult development challenge which requires wide cross-sectoral collaboration and more (predictable) resources.

The following recommendations are made to the UNCT and OG 5 to accelerate "reduce hunger by half" in addition to existing investment in government's capacity and system strengthening:

Development of an effective national strategy for agricultural diversification and market development. There is a need to integrate relevant policies and strategies of the various ministries which will also address programmatic linkages with climate change and resettlement.

Promote sharing of experiences and lessons learned to stimulate discussion, guide policy-making, and scale up good practices to increase the points of integration and beyond traditional responses for food and nutrition security.

Because of decentralization and strength of provincial governors, regional interests also have to be represented and consulted in terms of ensuring buy in of interventions targeting to address nutrition and food security issues.

Lead and support dialogue and policy to address chronic disadvantages among ethnic groups as well as sensitive issues relating to resettlement which should include provincial governors, DPs, civil societies as well as non-governmental organizations specifically to create stronger linkages and strengthen the quality of service delivery in remote communities.

Build a multi-sectoral monitoring system to complement the action plan ensuring a cohesive accountability mechanism between the governments. For a start, tracking total spending on the 22 key interventions to address stunting would allow better understanding if the problem is lack of funding, or a need to spend money differently.

Support extension of the nutrition and hygiene curriculum in the school education and explore alternative forms of outreach responding to the need of remote communities and to ensure that initiatives to strengthen nutrition-related and food production practices are promoted through radio, TV, social media or peer educators.

4.6 Outcome 6 HIV prevention, treatment and support

By 2015, key populations at higher risk of HIV infection benefit from increased coverage and quality of integrated prevention and treatment, care and support services

The HIV Outcome Group was merged with the Health and Social Welfare Outcome Group in 2014.

The results of this Outcome were assessed in conjunction with those of Outcome 4 above.

1) Context and rationale[135]

The most recent estimation and projection exercise (CHAS 2010, Epidemic Projections) showed a national HIV prevalence of 0.2% among the general population (15 to 49 years) with an incidence of 1,000 new HIV infections annually, 300 HIV related deaths and the projected number of people living with HIV (PLHIV) to be 14,000 by 2015. The national case reporting system reports a cumulative number of 4,612 HIV positive people, including 2,937 AIDS cases and 1,235 deaths by AIDS (CHAS 2010, from 1990 to mid-2011). Sexual transmission remains the most common mode of transmission with 88% of reported cases, while mother-to-child transmission is estimated at 5.5%, and men who have sex with men represent 1.7% of the overall new infections (CHAS, June 2011). More evidence is required for people who inject drugs, but available data indicates that sharing infected injecting equipment is likely to become one of the most common modes of HIV transmission. The proportion of Tuberculosis (TB) patients tested for HIV is not yet representative, but it is estimated that the prevalence of HIV among TB patients is between 5% and 13%, which are the average proportions of TB-HIV patients, respectively among all TB patients and among those tested. The cumulative number of PLHIV under ARV treatment as of June 2011 was 1,819, out of which 813 are female and 123 are children (72 female). In early 2011, the country embarked on reviewing its ARV treatment policy and guidelines to align with the new WHO recommendations for initiation of the treatment based on a higher CD4 threshold. This, in turn, is likely to increase the number of people in immediate need of ARV treatment. The above indicates that the HIV epidemic is still driven by specific behaviours that put people at higher risk of HIV infection.

2) <u>Overall assessment, including of joint support:</u>

The IMM (Annex 6) shows that for outcome 6, two of the three outputs were not achieved and one was achieved.

Results are patchy while attempting to match the interventions against the need, and of the effectiveness of any of the interventions. This is a result of available information, choice of UNDAF framework indicators, and the time period under consideration.

Table 1: Performance of outcome group by outputs

Achieved/On-track	Achieved/on-track with partial data not available	Not achieved	No data
Outcome 6 HIV prevention, treatment and support			
6.3 National AIDS Authorities and their HIV partners are better able to plan, implement evidence and rights-based, gender-sensitive and resourced HIV policies (Joint UN Team on HIV/AIDS)		6.1 More most-at-risk populations have access to quality HIV/STI prevention information and services (Joint UN Team on HIV/AIDS)	
		6.2 More People living with HIV and AIDS have equitable access to and use of effective, gender-sensitive HIV treatment, care and	

[135] Source: UNDAF AP, p. 22

		support services (Joint UN Team on HIV/AIDS)	

Table 11 Performance of Outcome 6

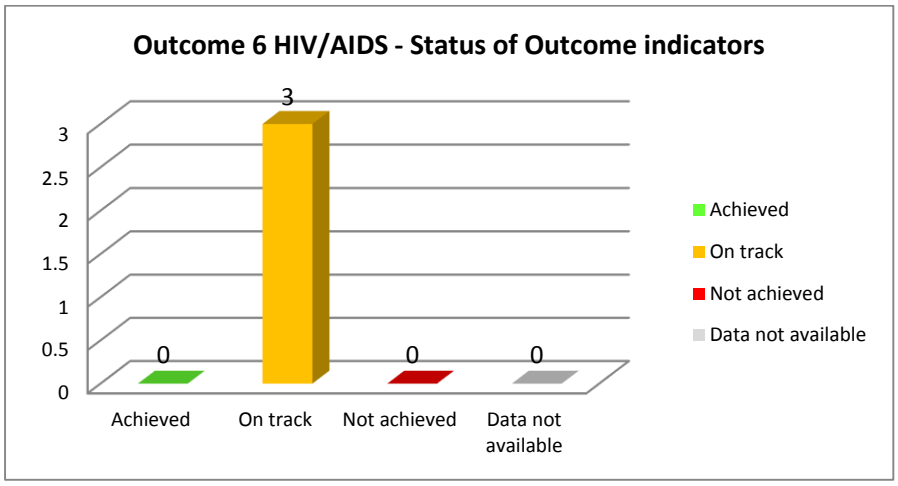

Figure 11 Outcome 6 HIV/AIDS - Status of Outcome indicators

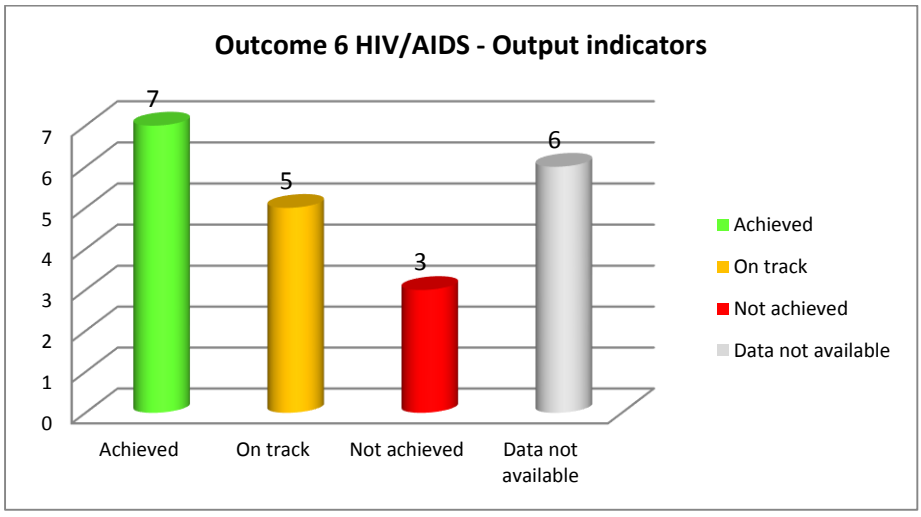

Figure 12 Outcome 6 HIV/AIDS - Output indicators

4.7 Outcome 7 Sustainable natural resources management

By 2015, the government ensures sustainable natural resources management through improved governance and community participation

1) Context and rationale[136]

Forests which have more than 20% of canopy density (according to the national definition) cover some 41.5% of the country's land area. This shows that forest cover has declined at an alarming rate as compared to an estimated 70% forest cover in the mid-sixties. Forest degradation, which encompasses decreases in stocking, changes in species composition and size structure and loss of biodiversity, is as alarming as deforestation itself. There is at present growing concern over the adverse social, economic, and environmental impacts of these trends which are also applicable to other natural resources such as river and wetlands eco-systems. Moreover, deforestation and forest degradation affects most severely the poorest segments of Lao society, and particularly women and ethnic groups whose livelihoods are more closely dependent on the health of the country's forests.

The root causes of forest loss and degradation are: wildfires, unsustainable wood extraction, pioneering shifting cultivation, agricultural expansion, industrial tree plantations, mining, hydropower and infrastructure development and urban expansion, many of which also apply to the loss or degradation of other natural resources. Government human and financial resources are limited and it is therefore essential to actively involve local communities in the sustainable management of natural resources they and the country depend on. Laws and regulations for participatory natural resources management and protection are largely adequate but are not well disseminated, applied or enforced, especially at Province, District and Village levels.

2) Alignment with national policy

3) UN support response

To address these root causes, the UN system planned to work towards improved governance and community participation in sustainable natural resources management by 2015. To achieve this, the UN system envisaged to support the Government to develop participatory natural resource management pilots and programmes and to implement relevant laws and regulations at the local level. More specifically, the UN system will support policies and pilots on individual land titling, land use zoning and land recording, develop participatory territorial development plans, and support the Government's efforts in developing comprehensive plans for wetland management. The UN system would also develop the capacities of authorities to manage bio-safety risks and persistent organic pollutants, and develop the capacities of manufacturers to produce in a more resource efficient and clean manner.

4) Resources mobilisation and delivery

5) Overall assessment, including of joint support

[136] Source: UNDAF AP, p. 22

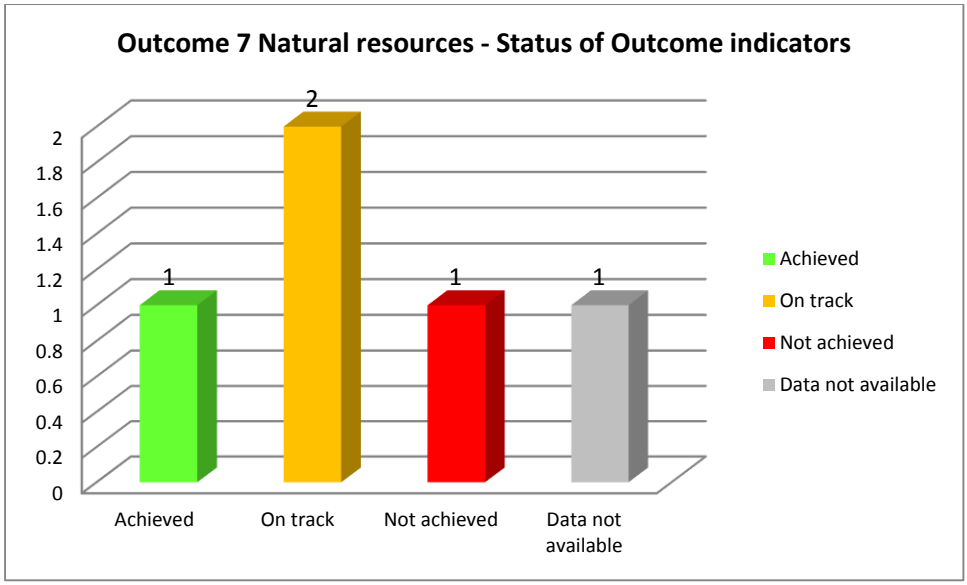

Figure 13 Outcome 7 Status of Outcome indicators

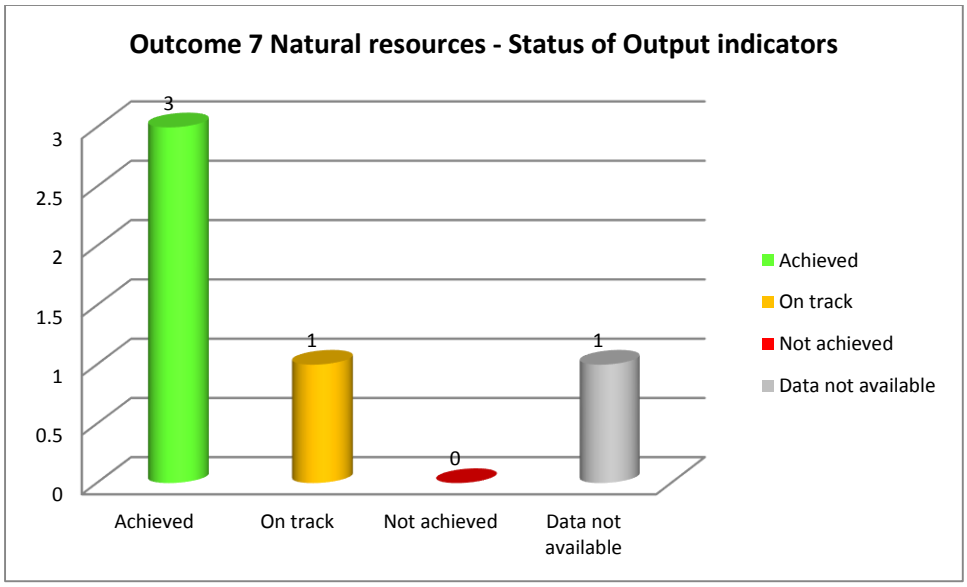

Figure 14 Outcome 7 - Status of Output indicators

6) Management and coordination arrangements

8) Recommendations

4.8: Outcome 8 Mitigation of climate change and natural disaster vulnerabilities

By 2015, the government and communities better adapt to and mitigate climate change and reduce natural disaster vulnerabilities in priority sectors

1) Context and rationale[137]

Rural households are especially dependent on natural resources to sustain their incomes and food security under the circumstances that about 80% of the workforce is engaged in the agricultural sector in the Lao PDR. The rural poor are highly vulnerable to natural disasters and even small events can have devastating impacts on family livelihoods. Main hazards are annual river floods, flash floods and landslides resulting from deforestation and soil erosion, forest fires, drought, tropical storms, rodent infestations, and animal and human epidemics. Floods, droughts, and rodent infestations in particular have had significant impacts on people, agricultural production and other economic and social infrastructure. The risk insensitive development programmes further increases the vulnerabilities to natural disasters. Additionally, natural disasters are exacerbated by the increasing effects of global Climate Change and the lack of preparedness, low capacity and resources make the Lao PDR more vulnerable.

The country has taken considerable steps to anticipate natural disasters and mitigate the risks. Such efforts include the adoption of a national disaster management framework, the establishment of a Disaster Management Committee chaired by Deputy Prime Minister and Minister of Defence and a National Disaster Management Office and Disaster Management Strategic Plan of Action 2003 -2020 and the development of a National Strategy and Action Plan for Adaptation to Climate Change, which seeks to develop adaptation and mitigation measures for the agriculture, forestry, water resources, and health sectors.

However, more has to be done to integrate disaster risk reduction considerations into policy and planning processes at all levels and creating synergy between disaster risk reduction and climate change. Weak institutional mandate, disaster relief and response focused policies, lack of awareness about disaster risks at many levels, the absence of systematic contingency planning, lack of resources and uneven enforcement of building codes make the built environment in the Lao PDR susceptible to disasters. The rapid increase in forest and land concessions for commercial agriculture, forestry, mines and hydropower works has the potential to increase disaster risks, especially if safeguards such as disaster risk, environmental and social assessment are not carried out. Further, the evident institutional commitment to adapt to and mitigate climate change and reduce natural disaster vulnerabilities has not been met with sufficient budget resources.

2) UN response

The UN system planned to work with the Government and communities to better adapt to and mitigate climate change and reduce natural disaster vulnerabilities in priority sectors by 2015. To achieve that, the UN system planned to develop the capacity of key government institutions and communities to more effectively reduce risks, respond to emergencies, prepare for disasters, and address climate change adaptation and mitigation. Further, the UN system aimed to better prepare communities for disasters and climate change with regard to livestock, fisheries and agricultural production, and support the Government in their efforts regarding agroforestry. In doing so, the outcome was due to contribute directly to support the 7th NSEDP's targets on Environment.

4) Resources mobilisation and delivery

5) Overall assessment, including of joint support

[137] Source: UNDAF AP page 22,28

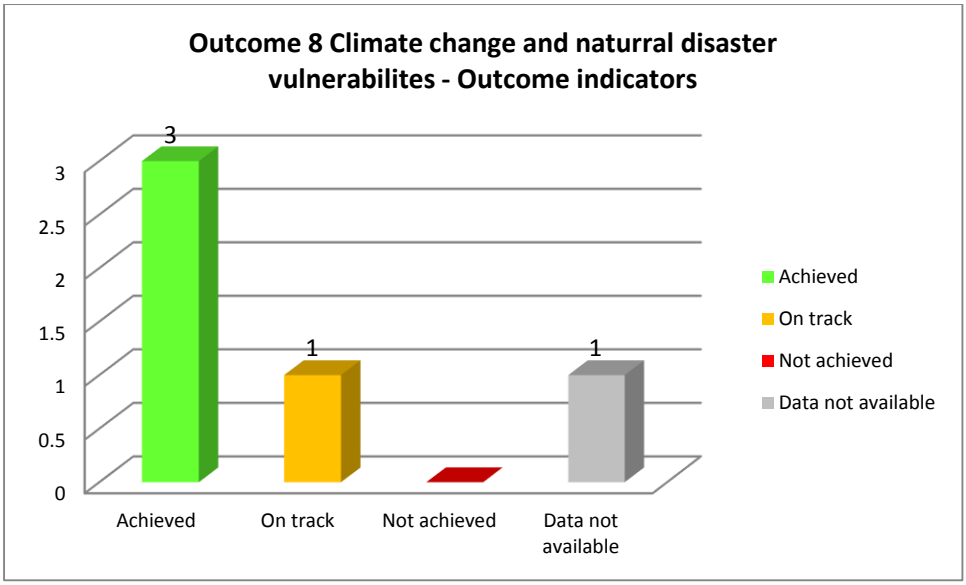

Figure 15 Outcome 8 Achievement of Outcome indicators

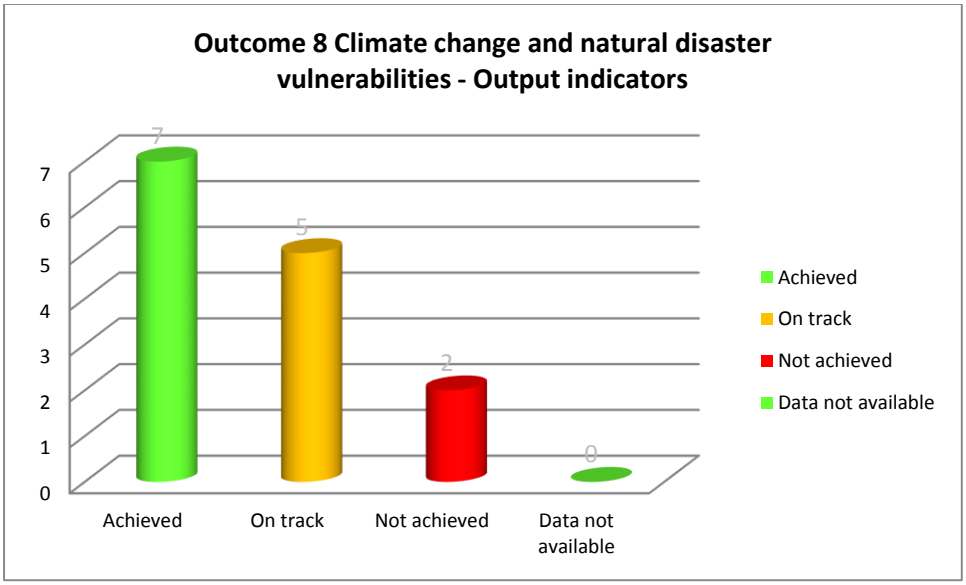

Figure 16 Outcome 8 - Status of Output indicators

6) Management and coordination arrangements

8) Recommendations

4.9 Outcome 9 Reduced impact of unexploded ordnance

By 2015, national and local governments and communities have reduced the impact of unexploded ordnance on people in the Lao PDR

1) Context and rationale[138]

The Lao PDR is the most heavily bombed country, per capita, in history. All 17 provinces and a quarter of all villages in the country are contaminated with UXO, causing death and injuries to approximately 300 people annually, preventing access to agricultural land, increasing the costs for infrastructure and slowing down socio-economic development. Because of that, the Lao PDR has included the reduction of the impact of UXO as an additional localised Millennium Development Goal and signed and ratified the Convention on Cluster Munitions (CCM). The UN system will advocate and support strengthening capacity of national and local government and communities to further reduce the impact of unexploded ordnance on people in the Lao PDR by 2015.

2) UN support response

In doing so, the UN system will support the Government to meet the obligation of the CCM, implementing the Sector Strategy, the Safe Path Forward II, to accelerate attaining other MDGs 1-7 by providing increased access to assets and services for improved livelihood. Strategies for the UN system to support the outcome are sustainable national capacity development and effective coordination at the sector level in line with the Sector Strategy. From this perspective, the UN system particularly support the national clearance operator, UXO Lao, in managing clearance and risk education for vulnerable communities, and the National Regulatory Authority (NRA) to coordinate and regulate the entire UXO sector and its operators as well as to serve as the chair of the UXO Sector Working Group.

3) Resources mobilisation and delivery

4) Overall assessment, including of joint support

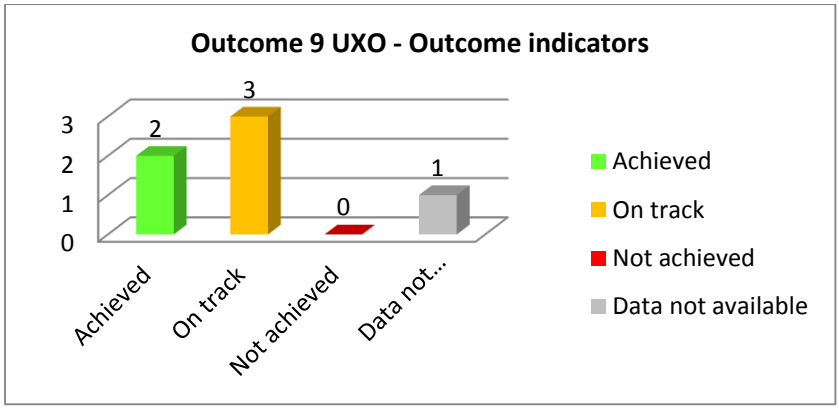

Figure 17 Outcome 9 - Status of Outcome indicators

[138] Source: UNDAF AP p. 72, 73

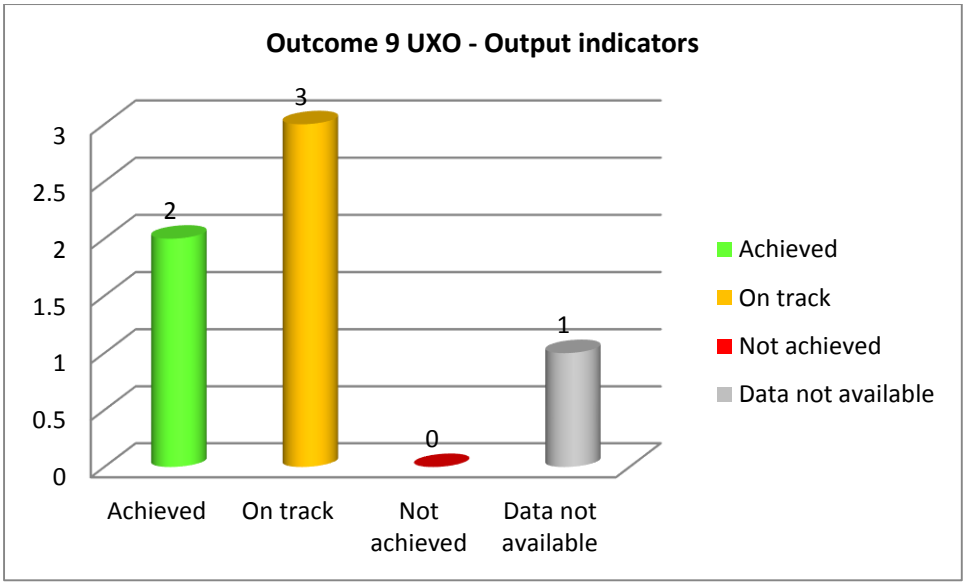

Figure 18 Outcome 9 - Status of Output indicators

5) Management and coordination arrangements

6) Recommendations

4.10 Outcome 10 Gender equality and participation of women

By 2015, people in the Lao PDR benefit from policies and programmes which more effectively promote gender equality and increased participation and representation of women in formal and informal decision making

1) Context and rationale: Women's empowerment and gender equality are critical to achievements in poverty reduction and improvements across all human development indicators. Women's participation and leadership in all sectors and at all levels is required to achieve MDGs and to graduate Lao PDR from Least Developed Country status. Progress has been made in the country to close gender gaps and advance the status of women through legislative and policy reform on gender-related issues as well as the establishment of the Lao National Commission for the Advancement of Women (NCAW) in 2003, and the strengthening of the Lao Women's Union (LWU). With one in four female members of Parliament, Lao PDR performs well against global and regional statistics[139], but women's representation drops off quickly at lower levels of governance, and gaps remain in education and literacy that impede women's ability to realize their rights fully. UN support to the Government of Lao PDR to promote gender equality is an important standalone outcome as well as an effective means of furthering efforts to realize development results across all areas.

2) Alignment with national policy: Outcome 10 is aligned with the 7th NSEDP and the 2011-2015 National Strategy for the Advancement of Women (NSAW). The 7th NSEDP section on gender equality focuses on ensuring women's rights are protected in employment, education and leadership, highlighting the needs of ethnic minority women. The Plan focuses heavily on training and information dissemination as a means of changing entrenched cultural attitudes that restrict women's full participation in all spheres of activity. The NSAW was developed on the basis of the 7th NSEDP. It aims to: provide equal opportunities and improved services for women; reduce discrimination and violence against women; improve women's representation in decision-making; and strengthen government capacity to deliver commitments made under CEDAW, MDG and the Beijing Declaration.

3) UN support response: The focus of Outcome 10 is to enhance the capacity of key institutions to plan, implement and monitor measures that address gender equality. The UNDAF committed the UN system to assist the GOL by delivering on three outputs under Outcome 10:

(i) Support institutions at central and sub-national level to enhance gender equality and follow up CEDAW recommendations, focusing on strengthening the national machinery for the advancement of women to fulfil its role to ensure gender mainstreaming in all sectors and monitoring of the implementation of the NSAW. The UN system will also work together to support the Government in raising awareness on gender issues, such as gender-based violence.

(ii) Develop the capacity of civil society organisations to advocate for and support implementation of gender responsive policies for improved accountability on gender equality and women's empowerment in line with CEDAW commitments.

(iii) Support individual and institutional capacities to allow women to better engage in decision-making and planning processes.

4) Joint programming arrangements. A total of three outputs were envisaged, of which only one involved more than one UN agency (output 10.1 on enhanced gender equality and follow-up on CEDAW included UNFPA and UN Women). The entire outcome, however, was perceived as cross-cutting and therefore all UN agencies were identified as having responsibility for delivery.

5) Resource mobilisation and delivery. A total of $1.2 million was envisaged for Outcome 10, of which about 40% had been mobilised by 2012, leaving a resource gap of nearly 60% to be mobilised. The projected resources for Outcome 10 represent just 0.4 percent of total projected resources for the

[139] Women comprised 21 percent of parliamentarians globally and 18 percent in Southeast Asia in 2013 (MDG Report 2013).

UNDAF. By 2015, UNFPA utilized $430,000 of a $520,000 donor-funded project budget (figures rounded to nearest 10,000 USD). UNFPA also committed an estimated $500,000 core resources to Outcome 10 since the start of the UNDAF to ensure work could continue on key initiatives including the VAW prevalence study. UN Women utilized $474,000 in project funds from 2014-15, and committed an additional $220,000 estimated core resources excluding regional office staff time. This data exceeds original resource projections under Outcome 10 but it bears notice that resource projections under Outcome 10 were extremely small (1.2 million USD over the UNDAF). Further, agencies committed core resources beyond original projections in light of limited success with generating external funds.

6) Overall assessment, including of joint support: The Indicator Monitoring Matrix (IMM) (Annex 4) shows that there were a total of 9 indicators tracked against the 3 outputs. Based on the available data, 3 had been achieved, 1 was on track, and 1 was not yet achieved. Data was not available for the remaining 4 indicators. However, this Matrix does not provide any analysis or rationale for these results, and further assessment is required. Indicator tracking against the Outcome is even more problematic because targets were never established for 50 percent of the indicators (4 out of 8), and most of the indicators have significant attribution issues, regardless of whether or not they were on track.

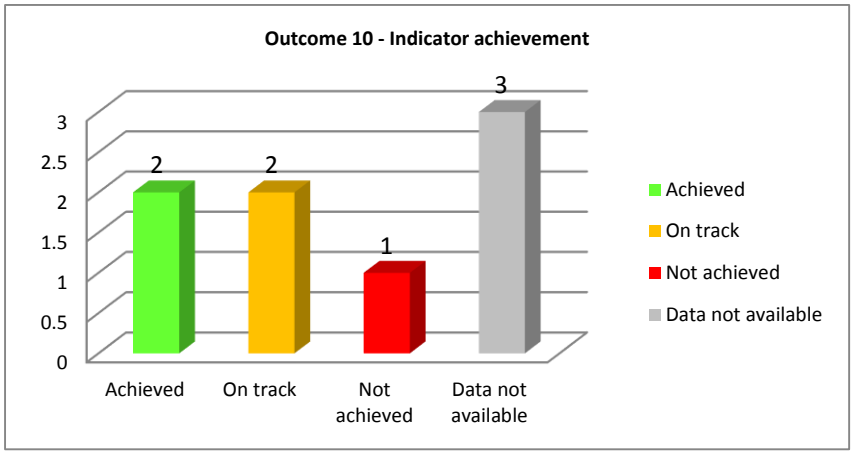

Table 12 Outcome 10 - Status of indicator achievement

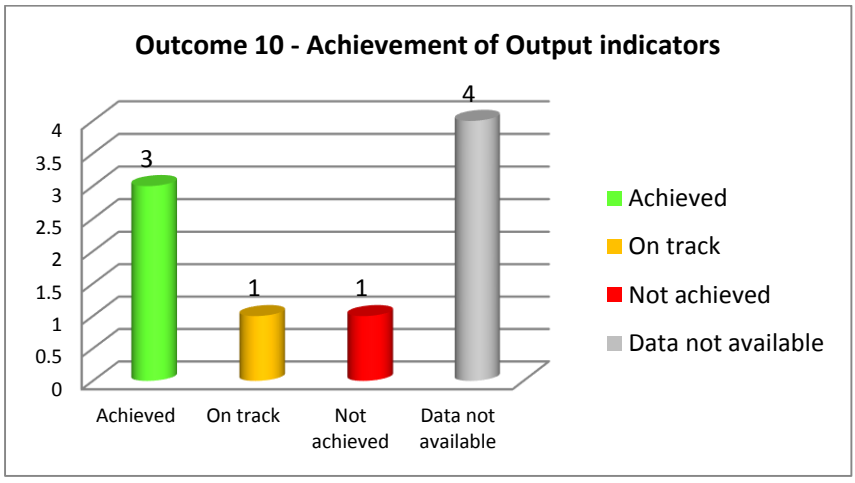

Table 13 Outcome 10 Status of Output achievement

7) Management and coordination arrangements. Outcome Group 10 (OG10), co-chaired by UNFPA and UN Women, has met infrequently since 2012. It has thus not played an active role in the implementation and monitoring process. The group was led by national program staff in the early years of the UNDAF. In 2015, OG10 was reconfigured with the Heads of Agencies of UNFPA and UN Women at the helm. This was in line with a wider Outcome Group re-establishment process initiated by a new Resident Coordinator and the UNCT HOAs. OG10's first meeting under the new framework was in February 2015. Group representatives include: UNFPA, UNW, UNICEF, IOM, IFAD, FAO, UNECO, UNV, WFP, UNIDO, WHO, and UNDP. While some group members have a strong background in gender, many lack basic training, and have only recently been appointed as Gender Focal Points. The group was in the process of discussions at the time of the evaluation to identify their role and work plan.

8) Monitoring and evaluation: The 2012 and 2014 Annual Reviews provided summary information of results achieved under Outcome 10. Achievements from reviews and from the UNDAF evaluation include:

(i) The second National Strategy for the Advancement of Women 2011-2015 was adopted in 2012 by the Government, and includes key priorities advocated by the UN based on the CEDAW.

(ii) The UN strengthened its work on Violence Against Women (VAW), including initiatives to revise VAW laws and develop specific legislation on domestic and gender based violence, drawing on Government commitment to implementing CEDAW. Specific activities on VAW included:

Implementation of the first national prevalence study on VAW due to be finalized and disseminated in 2015 (WHO, UNFPA, UNW)

Awareness raising among Government officials and the public on VAW including campaigns, workshops and seminars targeting *inter alia* students, the media and the justice sector (UNW, UNFPA)

The GOL promulgated a new Law on Preventing and Combatting Violence against Women and Children in 2015, drawing on UN technical and financial support to ensure the law meets international standards.

GOL pledged to eliminate violence against women and girls as part of Beijing +20 regional preparatory processes (2014).

(iii) Support to NCAW to build capacity through the development of a communications and advocacy strategy to help guide their advocacy activities (UNFPA)

(iv) Support to MOLSW to develop a road map and workplan including an M&E framework for Government institutions to develop a sex disaggregated knowledge base on data and labor migration (UN Women)

(v) Support to the LWU to host a regional consultative meeting on behalf of the ASEAN Committee on Women focused on issues affecting women and HIV transmission. The 2012 meeting brought together representatives from diverse sectors to find strategies for enhanced coordination at the regional and country level. The secretariat to support networks of women living with HIV was established in 2012 with the support of UN including training support for HIV positive women to mobilize other for advocacy and policy work related to the CEDAW.

(vi) Training for male and female members of Parliament, including members of the Women's Caucus, on the role of Parliamentarians for CEDAW implementation and oversight.

(vii) Support to GOL for CEDAW report preparation, enabling increased collaboration with stakeholders including CSOs.

While results against outputs were able to be tracked by project activities, broader scale results against indicators selected at the outcome level are difficult to link directly to UN contributions. Furthermore results documented against some outcome indicators are substantial when compared to projected UN investments of $1.2 million over the five year UNDAF period. There remain issues of

attribution for identified progress against outcome indicators as well as difficulties in capturing the extent to which mainstreamed gender issues in other outcome areas may have contributed to gender equality progress in Lao PDR over the UNDAF cycle.

9. Lessons learned: As gender equality is one of the five key principles of the UNDAF, the UN system must ensure gender mainstreaming throughout all outcomes and in all stages of the UNDAF planning, programming, monitoring and evaluation.

(i) The UNDAF design did not adequately and visibly mainstream gender across outcome areas, with gender absent from half of the outcomes in the results framework. As such, the UNDAF did not serve as a vehicle to help guide mainstreaming processes or to hold agencies responsible for results.

(ii) The UN gender theme group and other mechanisms did not function effectively throughout the UNDAF cycle to enable gender mainstreaming process across outcomes. The group was not held accountable nor did it hold others accountable for gender mainstreaming.

(iii) Inadequate resources were dedicated to Outcome 10, and outputs were largely dependent on two agencies, contrary to mainstreaming principles.

(iv) Agencies benefited over the UNDAF cycle with improved internal systems and support for gender mainstreaming. Some notable work has been done within agencies that was not well understood more broadly within the system due to weaknesses in coordination mechanisms.

(v) The UNDAF results framework was not able to adequately guide or capture gender mainstreaming results. Despite this weakness, some projects and programs have done substantive work to foster gender equality that is not captured by the framework. Some agencies were able to go beyond the UNDAF to mainstream gender into processes despite a lack of gender sensitivity in some outcome and indicator areas (e.g. NRM, DRM and output 2.2). The scope of work under Outcome 10 expanded to include a strong focus on understanding and addressing GBV/VAW over the course of the UNDAF.

10. Recommendations for follow-up. Recommendations are elaborated in the Gender Scorecard narrative report (Annex 5), and are summarized below:

(i) Empower Interagency Gender Working Group

Merge OG 10 with OG 2 in line with the governance focus on female participation in OG 10 that fits neatly with OG 2. Transform OG 10 into a cross-cutting working group, (Gender Working Group (GWG) comprised of staff at a decision-making level (e.g. deputy or unit head) and/or GFPs from all agencies. Establish a TOR in line with the other cross-sectoral working groups, and embed group members in each OG.

As a group with broad responsibilities for facilitating the UN to improve gender equality results, the gender group should be enabled with core discretionary funds from all UN Agencies to improve work efficiency. Committing of core funds from each agency represents a buy-in at the highest level, and an indication that the UN collectively is serious about fostering gender equality in Lao PDR. Agencies should demand results from their investment of core resources, and hold the GWG accountable. This approach should be piloted for one year, and the UNCT HOA should assess whether there is value-added for extension into the next UNDAF cycle.

(ii) Prioritize GM in Joint Programming Processes

JPs should serve as model programs for effective gender mainstreaming and targeting, and should play a central role in building capacities and realizing GE results across agencies through comprehensive and visible gender mainstreaming. As more joint programming and/or JPs are developed under the next UNDAF, UN Lao PDR should have in place a clear procedure to operationalize mainstreaming of gender and other cross-cutting issues via a quality review process that ensures adherence to priorities as laid out in the UNDAF. The planning and design stage, however, is arguably the most important juncture for mainstreaming gender, and the UNCT should ensure that

its GM efforts start at the design stage forward to operationalize GEWE commitments in all joint programming initiatives.

(iii) Develop UN Capacity to Foster GEWE

A concerted effort is required to broaden country level skills for gender mainstreaming by facilitating training opportunities at the country team level where appropriate. The GWG should work with other stakeholders to identify and coordinate capacity development initiatives within the UN system in line with needs and opportunities. Targets for training should be strategically geared toward groups that have system-wide responsibilities for coordinating and facilitating key mainstreaming initiatives. Efforts should be made to target smaller institutions and weak programmatic areas. Precise targets and content of training should be decided in a consultative fashion, and may require formal or informal needs assessment.

(iv) Engender UNCT Monitoring & Evaluating Processes

Adjust M&E group TORs to include technical support for gender mainstreaming and other cross-cutting themes in relevant monitoring frameworks (e.g. UNDAF and JPs). Ensure that at least one group member of MEWG is also a member of GWG. Build capacities of M&E group to include technical oversight for mainstreaming of gender and other key themes in UNDAF and other frameworks by adding a targeted session on gender indicators into the training on gender and human rights planned in 2015. Develop a system for ensuring representatives with sector-specific knowledge from the MEWG are included in JP design teams and that the MEWG provides a review of JP M&E frameworks for quality control (including gender and other cross-cutting themes).

(v) Develop UNCT GRB Tracking Mechanism

Gender Responsive Budgets (GRBs) are an increasingly important monitoring and advocacy tool for institutions. A growing number of individual UN Agencies have institutionalized mechanisms for GRB within organizational operations that allow for agency-level tracking of gender-related expenditures. The RCO can compile the data from those agencies that have a GRB system to offer an indicative picture of system-wide gender programming expenditures. Alternatively, the RCO can report against Outcome 10 but this will not capture mainstreamed data. GRB data can be tracked annually and included in RC annual reports as a monitoring mechanism to ensure that adequate funding is dedicated to gender-responsive programming both within and outside of Outcome 10.

(vi) Improve Next UNDAF Design to Deliver GE Results

The next UNDAF design offers the UNCT an important opportunity to learn from identified strengths and weaknesses with gender mainstreaming in the current UNDAF, and to move forward decisively for stronger gender results in the next cycle. This includes a need for improved gender sensitivity and systematic sex disaggregation in the results framework and M&E processes. Better mainstreaming in the next UNDAF design requires full commitment of key stakeholders to a step-by-step approach to gender integration at strategic stages.

4.10.1 Gender-related scorecard ratings and recommendations

4.10.1.1 UNCT Performance Indicators for Gender Equality and Women's Empowerment

UNCT Lao PDR Scorecard Results

Scorecard Dimension	Lao PDR Score	Global Average
1 Planning	3.3	3.3
2 Programming	3.1	3.7
3 Partnerships	2.3	3
4 UNCT Capacities	2.7	3
5 Decision-making	4	3.4
6 Budgeting	1.5	2.5
7 Monitoring and Evaluation	2	2.8
8 Quality Control/Accountability	3	2.7

Results are presented alongside average global results for comparison. Average global results are from analysis of first 20 countries to undertake the Scorecard exercise (UNDG Task Team on Gender Equality and the Empowerment of Women 2012).

Comparison reveals country scores to be at or above global averages in three areas (planning, decision-making and quality control/accountability), and below the global averages in the other five dimension areas.

4.10.1.2 Gender Scorecard Recommendations – Lao PDR

#1 Empower Interagency Gender Working Group

Primary Dimension Target: #4 UNCT Capacities and cuts across all dimensions

Global composite indexes ranked Lao PDR 118 out of 187 countries for UNDP's Gender Inequality Index, and 60 out of 142 countries according to the latest World Economic Forum's Gender Gap Index.[140] Key development challenges in the country including those in the health, education and economic sectors, relate directly to the status of women and girls, and all challenges have gender dimensions that require careful analysis and targeting to address. Greater emphasis on gender equality across UN initiatives will strengthen results and sustainability.

Despite the levels of inequality, and the proven efficacy of gender sensitive approaches, the UN system in Lao PDR lacks a focused cohesion as a group. There remains a need to galvanize

[140] The WEF Gender Gap Index compares gender differences in economic participation and opportunity, educational attainment, health and survival and political attainment (WEF 2014). UNDP's Gender Inequality Index Development Index looks at maternal mortality, adolescent birth rate, and sex disaggregated data for representation in parliament, education and labor participation (UNDP 2013).

the UN position on gender equality, and bring this to the forefront of communication, advocacy and programming at the highest level across agencies. This is particularly critical in light of the dearth of funding available from many of the traditionally strong gender donors.[141] The "Gender Theme Group," which functions as the primary mechanism to coordinate mainstreaming efforts, has been inoperative throughout most of the UNDAF cycle.

The Gender Theme Group was replaced with the Outcome 10 Group under the 2012-2015 UNDAF. OG 10 functioned in a similar fashion as other outcome groups, meeting sporadically in response to particular requests. It did not function as a gender theme group with a broad coordination mandate, nor was it held accountable to do so. Outcome Group 10 was reconfigured and re-established in early 2015 under the direction of the new RC. The group is co-led by the head of UN Women and the Deputy of UNFPA with support for regular operations handled by technical staff from each agency. The group was still in the process of formation at the time of the Scorecard exercise, and had yet to make key decisions about their TOR and scope of work. Discussions were in progress to decide if the group would stick closely to reporting against the outcome, or work more broadly for gender coordination.

The UNCT should merge OG 10 with OG 2 in line with the governance focus on female participation in OG 10 that fits neatly with OG 2. OG 10 should be transformed into a cross-cutting working group, renamed the Gender Working Group (GWG) or Gender Theme Group (GTG), and should be comprised of GFPs from all agencies. The GWG should establish a TOR in line with the other cross-sectoral working groups (such as MEWG), and group members should be embedded in each OG and able to perform their role to offer mainstreaming guidance and oversight in line with best practices globally. The GWG should be headed by UN Women in line with their global mandate. UNFPA should serve as co-lead for the start-up period, with other agencies rotating into the co-lead position approximately every two years. UN Women and UNFPA must make it a high priority to guide group processes through the end of the current UNDAF so that the group is well positioned to enter the new UNDAF period as a powerful player. UN Women must ensure that the country program manager is on-site for meetings whenever possible so that decisions can be taken and information can flow more effectively to the UNCT HOA; this will require monthly meetings for the first six months to establish the group. The UNCT HOA must hold the group accountable to coordinate gender activities across outcomes and activities.

The following framework is recommended:

Group to be led by UN Women with co-lead to rotate every two years. UNFPA to serve as first co-lead.

Establish group TOR and work plan with budget, incorporating relevant Scorecard recommendations. Ensure that UN Women and UNFPA is not lead agency for more than two-thirds of activities on work plan. Review work plan quarterly to stay on track.

Include GFP from all UN Agencies, working groups and the RCO. At least one group member should also sit on each of the other OGs to expand gender expertise across groups and improve communication flows.[142]

Meetings to be held monthly and as needed.

[141] UN Women and UNFPA struggled to generate non-core resources for planned activities under Outcome 10, leading UNFPA in particular to draw on core funds far beyond resource projections.

[142] This is already happening to an extent. Some of the OG 10 group members also participate in other Outcome Groups, but it has not been arranged in a systematic way and they have not necessarily been designated nor taken on the role of gender expert within their groups. GFP TORs and group arrangements must systematize this, and capacities must be developed as needed to perform role.

Systematize group communication pathways:

Standing agenda item for gender and other guiding principles/cross-cutting themes to HOA meetings

GTG members to informally brief HOA and others as needed within agencies (flexible approach - short bullets in email; verbal, etc.)

Funding Option A

As a group with broad responsibilities for facilitating the UN to improve gender equality results, the gender task force should be enabled with core discretionary funds from all UN Agencies to improve work efficiency. This may not take the place of intermittent requests from agencies for large initiatives, but will give the group flexibility to act quickly on small activities and timely inputs without expending time and resources to engage in extended negotiation processes. Committing of core funds from each agency represents a buy-in at the highest level, and an indication that the UN collectively is serious about fostering gender equality in Lao PDR. Agencies should demand results from their investment of core resources, and hold the GWG accountable. Pilot this approach for one year, and UNCT HOA evaluate internally whether there is value-added for extension into the next UNDAF cycle. Benefits to this model include:

reduction in piecemeal transaction time and costs for small initiatives;

enabling wider GM initiatives (e.g. targeted capacity development, external expertise for key initiatives, joint advocacy/communication, process-oriented tools development);

increased flexibility for GWG to act quickly on seed activities and strategic inputs;

increased accountability and system-wide ownership for GE programming.

Funding Option B

Group proceeds without discretionary funds. Funds needed would be requested from agencies for each coordinated action. GWG would follow the same leadership and membership model as per above, but the TOR would include a narrower scope of work and less ability to act quickly on capacity development, joint advocacy and other opportunities as they arise. More time will be required to gather resources as needed.

Timing: 2015 for pilot.

Responsibility: UNCT HOAs to oversee;GWG to implement.

Cost: Option A: approximately USD 20,000/year, (USD 1000 from small and non-resident agencies; 2-3000 from larger agencies). Option B: no initial costs.

#2 Prioritize GM in Joint Programming Processes

Primary Dimension Targets: #2 Programming; #3 Partnerships; #4 UN Capacities

Joint initiatives offer rich opportunities for synergistic programming that allow UN agencies to contribute to a larger goal by working in their specialty area in coordination with partner agencies. Joint programming can address women's equality/gender equality issues by involving a broad base of stakeholders, and more holistically targeting root causes of gender inequality. As one of the primary conduits for enabling the UN to deliver collaboratively, all JPs should serve as model programs for effective gender mainstreaming and targeting, and should play a central role in building capacities and realizing GE results across agencies through comprehensive and visible gender mainstreaming.

JPs tend to best mainstream a gender perspective when at least one partner agency has strong, sector-specific gender expertise. JPs that involve a combination of agencies with

stronger and weaker levels of gender expertise offer a means of improving consistency across agencies for GM in programming via hands-on collaboration. While UN Agencies in Laos have had limited experience with JPs, there are numerous joint programming initiatives that involved informal and formal collaboration between agencies, and these can also be harnessed to deepen gender mainstreaming.

There are generally good working relations between UN agencies in Lao PDR. There was a demonstrated willingness within the country team to collaborate and a growing understanding that cross-sectoral approaches were needed to tackle entrenched development problems in Laos.[143] As more joint programming and/or JPs are developed under the next UNDAF, UN Lao PDR should have in place a clear procedure to operationalize mainstreaming of gender and other cross-cutting issues via a quality review process that ensures adherence to priorities as laid out in the UNDAF. The planning and design stage, however, is arguably the most important juncture for mainstreaming gender, and the UNCT should ensure that its GM efforts start at the design stage forward to operationalize GEWE commitments in all joint programming initiatives. Suggested steps:

Align gender mainstreaming standards for JPs to minimum UNDAF standards as laid out in the gender scorecard (see Annex x).[144]

Ensure at least one member of the JP design team from among participating agencies has sector-specific gender expertise and is provided with tools and guidelines to ensure GM in the program.[145]

Develop a gender sensitive screening tool to be applied as part of the approval process at the top level; ensure at least one member of the approval committee has sector-specific gender expertise, and can assess critically.[146]

Ensure that annual reviews of JPs mandate thorough assessment of gender-specific results so that adjustments may be made along the way as needed.

Timing: Timing is dictated by the wider JP planning process; steps are integrated into wider systems.

Responsibility: RCO and UNCT to oversee[147], joint teams for each JP to operationalize; GTF, other cross-cutting groups to provide technical support.

Resources: In-house; no additional resources.

#3 Develop UN Capacity to Foster GEWE

[143] For example, inter-agency experiences under the MCH joint program and the MAF nutrition framework demonstrated value added to deeper collaboration.

[144] The draft IPAC checklist already includes relevant checks for gender mainstreaming. The Scorecard minimum standards offer clearer guidance on expected levels of GM in outcomes, outputs, indicators, etc.

[145] Joint programming planning guidelines only note the need for gender mainstreaming, but do not provide clear guidance. Scorecard minimum standards (as outlined in Annex x) should be guide JPs during design. Further tools may be drawn from existing agency guidelines, and/or may be adapted and tailored from other UN resources including "Resource Guide for Gender Theme Groups" (2005) that includes planning tools and checklists. See also "Joint Evaluation of Joint Programs on Gender Equality in the UN System" (2013).

[146] A JP quality review process may be used to improve UNCT cohesiveness on multiple fronts. For example, the review can encourage the expanded involvement of smaller technical agencies in JPs as a part of the screen. Facilitated engagement between larger and smaller agencies will develop capacities of all and lead to stronger results for gender and other development outcomes.

[147] This would typically be the responsibility of the deputy's group to oversee, but the deputy's group was not operational at the time of the Scorecard exercise. Responsibility should lie with the deputy's group if it becomes operational under the new UNDAF.

Primary Dimension Target: #4 UNCT Capacities and cuts across all dimensions

Capacity development is an on-going need within the UN system due to high staff turnover rates, new systems and changing national and international standards. A concerted effort is required to broaden country level skills for gender mainstreaming by facilitating training opportunities at the country team level where appropriate. The establishment GWG with an expanded role for gender mainstreaming will help build GFP capacities through improved information and hands-on practice, but members will also require targeted training. Plans were already underway at the time of the Scorecard to identify training opportunities for GFPs within their agencies and outside.[148]

GWG should work with other stakeholders to identify and coordinate further capacity development initiatives within the UN system in line with needs and opportunities. Targets for training should be strategically geared toward groups that have system-wide responsibilities for coordinating and facilitating key mainstreaming initiatives. Efforts should be made to target smaller institutions and weak programmatic areas. Precise targets and content of training should be decided in a consultative fashion, and may require formal or informal needs assessment. The Scorecard standards recommend 1-2 training 'events' per year on an on-going basis.

Gender training must be understood as a necessary but insufficient condition for gender mainstreaming, and as part of a wider on-going capacity development process that includes hands-on skills development and increasing individual and agency-specific ownership and accountability for GM processes. In addition to 'training,' there are numerous strategies within these recommendations to build staff capacities by fostering hands-on skills development through engagement in gender-sensitive planning and programming processes (e.g. through engagement with GM processes in JP planning and through GWG involvement).

Timing: 2015 and on-going.

Responsibility: GWG to facilitate.

Cost: Partial costs are included under discretionary funds for GWG; additional costs may need to be input by agencies.

#4 Engender UNCT Monitoring & Evaluating Processes

Primary Dimension Targets: #6 M & E; #4 UNCT Capacities

The M & E working group (MEWG) has good representation and strong leadership from the RCO. The group meets regularly, and is comprised of M & E experts within the country team. Collectively, they have a vast wealth of technical skills and knowledge that should be utilized fully to improve M & E for broad-based activities. The MEWG has a clear TOR, but the TOR does not include gender mainstreaming as a function, and the group does not fully identify this as their role. While some individuals may have good levels of technical skills and knowledge on GM in M & E frameworks, some do not, and the group as a whole would benefit from tools and training to help ensure M & E processes maintain gender sensitivity, thereby guiding improved gender sensitivity in the next UNDAF results framework. Recommended steps:

Adjust M & E group TORs to include technical support for gender mainstreaming and other cross-cutting themes in relevant monitoring frameworks (e.g. UNDAF and JPs);

[148] Four spaces were reserved for OG 10 members to attend an upcoming training for the LWU on gender advocacy conducted by UN Women. The group had also asked members to ascertain availability of on-line and other gender training within their agencies as a good starting point for group members who lacked background.

Build capacities of M & E group to include technical oversight for mainstreaming of gender and other key themes in UNDAF and other frameworks by adding a targeted session on gender indicators into the training on gender and human rights planned in 2015;

Develop a system for ensuring representatives with sector-specific knowledge from the MEWG are included in JP design teams and that the MEWG provides a review of JP M & E frameworks for quality control (including gender and other cross-cutting themes);

#5 Develop UNCT GRB Tracking Mechanism

Primary Dimension Target: #6 Budgets and #7 M & E

With only 0.4 percent of projected budgets under the 2012-2105 UNDAF, Outcome 10 is not adequately resourced for meaningful impact, and raises questions about the level of commitment to this outcome. Gender Responsive Budgets (GRBs) are an increasingly important monitoring and advocacy tool for national governments and for the UN system. A growing number of individual UN Agencies have institutionalized mechanisms for GRB within organizational operations that will allow for agency-level tracking of gender-related expenditures. While the UN has yet to institute a means of gender sensitive higher-level tracking of UNCT expenditures, the RCO can compile the data from those agencies that have a GRB system to offer an indicative picture of system-wide gender programming expenditures. Alternatively, the RCO can report against Outcome 10 but this will not capture mainstreamed data. GRB data can be tracked annually and included in RC annual reports as a monitoring mechanism to ensure that adequate funding is dedicated to gender-responsive programming both within and outside of Outcome 10.

Timing: 2015 on.

Responsibility: RCO with support from UNCT HOA.

Cost: In-house; no additional costs.

#6 Improve Next UNDAF Design to Deliver GE Results

Primary Dimension Targets: #1 Planning; #7 M & E; #4 UNCT Capacities

The Scorecard exercise revealed weaknesses in the UNDAF that do not enable it to serve as an ideal guiding framework for gender equality programming. The next UNDAF design offers the UNCT an important opportunity to learn from identified strengths and weaknesses with gender mainstreaming in the current UNDAF, and to move forward decisively for stronger gender results in the next cycle. This includes a need for improved gender sensitivity and systematic sex disaggregation in the results framework and M & E processes. Better mainstreaming in the next UNDAF design requires full commitment of key stakeholders to a step-by-step approach to gender integration at strategic stages as outlined below:

Ensure that UN Women and other agencies with cross-cutting mandates are members of planning group.

Visibly and comprehensively integrate gender into the UNDAF roadmap with oversight from the GWG (see annex x for sample model);

Ensure Country Assessment or other background documents that feed into the prioritization highlight the gender issue across sectors with country-specific data and analysis.

Advocate for at least one outcome area to focus on GE while mainstreaming visibly and comprehensively in others using Scorecard minimum standards as a guide.

Ensure in-house and external sectoral specialists with gender expertise sit on each outcome group and have clear guidelines for GM in UNDAF including M & E standards (see Annex x for standards);

Build capacities of GFPs, key M & E specialists within the system and other strategic players to expand technical skills for mainstreaming gender and other themes in UNDAF outcomes and indicators;[149]

Build gender and other cross-cutting themes into screening processes in early draft stages.

Timing: 2015+ - the timing for each step is dictated by the larger UNDAF planning process as laid out in the roadmap.

Responsibility: RCO to oversee; UNDAF planning committee to operationalize; GWG to provide technical support.

Resources: In-house resources.

[149] Capacity development should include a focus on gender sensitive indicators that includes tools provision (see recommendation x). Capacity development may target Government and CSO actors engaged in UNDAF design.

Annex 5 Gender Scorecard Narrative Report –Extract on Findings

See separate report by Andrea Lee Esser (July 2015)

III. Findings

The findings presented below reflect the average score in each dimension. Scores were based on a 0-5 rating system, with five representing the highest rating and zero representing the lowest. The universal target for all dimensions is four or above, as set by the UNDG. A rating of four is defined as 'meets minimum standards'. Some dimensions have as many as five indicators, so average scores may conceal variability within dimensions. All average scores have been rounded to the nearest one-tenth. Refer to Annex A for full explanation and rating of each indicator.

The results reveal that the UNCT in Lao PDR approaches the minimum standards and meets or exceeds the global averages for gender mainstreaming processes in three areas: planning, decision-making and quality control/accountability. The team fell below both the minimum standards and global averages for the other five dimension areas: programming, partnerships, UN capacities, budgeting, and monitoring and evaluation. A synopsis of key findings by dimension is included below, starting with areas that scored more strongly and followed by areas that received a weaker score.

Stronger Areas – Approaches Minimum Standards; Meets or Exceeds Global Averages

Planning. The average score of 3.3 is in line with global averages, but still below minimum standards. It indicates a need for deeper attention to gender mainstreaming in the next UNDAF planning processes to align with minimum standards. The score reflects a strong analysis of the country context related to gender equality and women's empowerment in the Country Analysis. However, despite the inclusion of a gender outcome (in line with minimum standards) and good lip-service up front in the UNDAF to the critical role of gender equality as a programming principle and a means to achieving key development outcomes, gender analysis was lost in the elaboration of many of the outcomes. Approximately ten percent of outputs were framed in a gender sensitive manner[150], falling short of the minimum standard of at least one-third of outputs articulating tangible improvements to gender equality.

The minimum standard set forth in the Scorecard requires one-third to one-half of indicators to be gender sensitive and able to track progress towards gender equality results. The 2012-2015 Lao PDR UNDAF met this criterion with gender sensitivity in 42 percent of output level indicators (32 out of a total of 77 eligible indicators).[151] Furthermore, six of the ten outcomes areas included at least one gender sensitive indicator at the higher level. The results framework, however, included only 42 percent of gender sensitive baseline data, far below the minimum standard of 100 percent baseline data disaggregated by sex. The collective findings on gender mainstreaming in UNDAF planning highlight the opportunities for a more rigorous focus on mainstreaming in the next UNDAF design.

Decision-making. The score of 4 meets the minimum standard and exceeds the global average. The score reflects the fact that one of the co-coordinators of the Outcome Group 10 is a member of the UNCT HOA group, and can therefore help make the necessary linkages between technical staff and key decision makers on gender equality issues.[152] A review of UNCT HOA meeting minutes over the

[150] Only eight out of the total 79 outputs articulated gender equality. The eight fell exclusively under Outcomes 2, 3, 6 and 10.

[151] The indicator and baseline analysis was calculated based on figures that excluded all data that was not conducive to gender sensitivity or sex disaggregation (e.g. share of agricultural sector in national budget, percent of health facilities). This excluded 166 indicators from a total of 243, leaving 77 qualifying indicators. Thirty-two of the 77 qualifying baselines were gender sensitive (42 percent).

[152] The assessment is made based on the situation at the time of the exercise. However, it is important to note that the change in leadership of the group was only made in 2015, so the group did not meet minimum standards for leadership during the majority of the UNDAF implementation period.

year preceding the exercise revealed that gender issues were raised in half of the meetings. This demonstrates a good level of discourse at the highest level, particularly in the most recent six months with discussions centering on coordination mechanisms.

Quality Control and Accountability. Quality control and accountability earned a somewhat hazy score of 3 due largely to a lack of verifiable information on the processes that were undertaken to mainstream gender during the design phase of the 2012-2015 UNDAF. This is above global averages, but below minimum standards, and leaves room for improvement in the next UNDAF design process. Reader's Group comments and quality review templates could not be located, so it was not possible to gauge with certainty the extent to which those mechanisms helped guide the country team to mainstream gender. Based on the assessment of the final product, it appears that quality review processes were adequate for the Country Analysis, but inadequate with respect to gender mainstreaming in the UNDAF.

Weaker Areas – Below both Minimum Standards and Global Averages

Programming. The UNCT scored a 3.1 in programming, falling below the minimum standard and global averages. The score reflects the scant resources dedicated to gender equality under Outcome 10 (projected at just 0.4 percent of total UNDAF resources) and the lack of any systematic effort to foster gender equality in joint programs (JP) over the UNDAF period.[153] Strengths in this dimension were found in joint programming initiatives for raising awareness and advocacy around issues such as gender-based violence and women with HIV/AIDS, but without a fully functioning Gender Theme Group, opportunities were not explored to expand actions beyond two or three key agencies. CEDAW reporting and implementation under Outcome 10 also emerged as a strong programming area together with efforts to improve gender sensitivity and sex disaggregation of country level data. Weaker programming areas included support to Gender Responsive Budgeting and elevating gender in donor coordination mechanisms.

Partnerships. The 2.3 score in the partnerships dimension reflects performance issues across the three indicator areas that measure UN relations with the national gender machinery, women's/gender CSO and marginalized women. The women's machinery (NCAW and LWU) were engaged in UNDAF planning at some level for the 2012-2015 UNDAF, but they did not feel that they had any influence over outcomes or priorities and they were not engaged in monitoring efforts prior to the evaluation.[154] This finding speaks to issues related to UN processes as well as the capacities of the women's machinery to actively engage. Poor results with engagement of women/gender CSOs in UNDAF processes must be positioned within broader issues in the country with engaging CSO. The UN system as a whole has made progress to improve CSO engagement, but successes have been more notable at project-level, rather than at higher level processes such as the UNDAF. Marginalized women were well identified in the CA, and to a lesser degree, in UNDAF analysis and targeting. They tend to be engaged as beneficiaries more than as participants in UNDAF processes.

UNCT Capacities. With a score of 2.7, UNCT capacities to mainstream gender fell just short of global averages, but well short of minimum standards. The score reflects weaknesses within the coordination structures at higher levels for gender mainstreaming. The GTG was essentially folded into OG 10 at the start of the UNDAF cycle, but the group was never properly configured to play a coordination role nor was it held accountable to do so. The group did not have a revised TOR or a work plan at the time of the Scorecard exercise, though work was in progress on these fronts. Group effectiveness is also restricted by a lack of financial resources and members that are not able to make decisions. The low score in this dimension also reflects the absence of mechanisms to monitor or develop system-wide capacities for gender mainstreaming. UN Women does keep a

[153] Though some strong gender programming was evidenced in Laos, systems were not in place to ensure coordinated or systematic attention to gender.

[154] This finding was not specific to women's machinery; neither were other government agencies engaged in UNDAF monitoring prior to the evaluation.

database on gender experts and is able to provide recommendations when requested by agencies. Furthermore, agencies are able to access gender expertise as needed through regional or global agency rosters.

Budgeting. The score of 1.5 in this dimension reflects constraints in current mechanisms within the UN Resident Coordinators Office (RCO) to capture gender sensitive budgetary data for planning and monitoring purposes. While budget data may be isolated under Outcome 10, funding in this area has been minimal, and data tracking by outcome would offer only a partial picture that would not reflect the ways in which gender is mainstreamed in other outcomes. A growing number of individual agencies have instituted the gender marker system, but the RCO and the UNCT have yet to consider either the means or analytical applicability of tracking gender equality expenditures at the highest level. Stronger tracking via gender responsive budgets (GRB) would serve as a powerful monitoring method and advocacy tool for ensuring significant investment in gender equality programming.

Monitoring and Evaluation. The monitoring and evaluation dimension earned a 2 due to weaknesses with gender mainstreaming in M&E processes. The low score was due in part to a failure to systematically mainstream gender in the UNDAF results framework and a subsequent failure to fully operationalize the results framework. The UNCT has not carried out a separate gender evaluation or audit during the UNDAF period, though the evaluation that ran concurrently with the Scorecard exercise incorporated the Scorecard and included a gender and human rights specialist in order to give this area focused attention. The M&E group meets regularly and has a clear TOR and work plan, but does not readily identify gender mainstreaming as part of its technical role, and this is reflected in the absence of gender responsibilities in the group TOR. This assessment holds important lessons to ensure that key stakeholders are clear about their responsibilities to mainstream gender, and are equipped with the skills to carry out their role.

UN Lao PDR Scorecard Results[155]

Scorecard Dimension	Lao PDR Score	Global Average
1 Planning	3.3	3.3
2 Programming	3.1	3.7
3 Partnerships	2.3	3
4 UNCT Capacities	2.7	3
5 Decision-making	4	3.4
6 Budgeting	1.5	2.5
7 Monitoring and Evaluation	2	2.8
8 Quality Control/Accountability	3	2.7

[155] Lao PDR results are presented alongside average global results for comparison purposes. Average global results are from analysis of first 20 countries to undertake the Scorecard exercise (UNDG Task Team on Gender Equality and the Empowerment of Women 2012). Comparison reveals average or above average performance in three dimension areas, and below average performance in five dimension areas.

Annex 6: Indicator Monitoring Matrix (IMM)

See separate Excel tables

Annex 7: UNDAF Financial Monitoring Matrix (FMM)

See separate Excel tables – Annex 5 Financial Monitoring Matrix (Planned and delivered resources)

Annex 8: Participation of UN Funds, Programmes and Agencies (See Excel document)

See also Excel tables, to be used for periodic up-dating

8.1 Participation of UN agencies by support instrument (joint programme, joint programming arrangement or sole project

		Outcome 1 Equitable and sustainable growth	Outcome 2 Public services, rights and participation	Outcome 3 Equitable education and training	Outcome 4 Equitable health and social welfare services	Outcome 5 Improved food security and nutrition	Outcome 6 HIV prevention, treatment and support	Outcome 7 Sustainable natural resource management	Outcome 8 Mitigation of climate change, and natural disaster vulnerabilities	Outcome 9 Reduced impact of unexploded ordnance	Outcome 10 Gender equality and participation of women	Total	
	No of outputs	17	13	5	10	7	3	9	8	4	3	79	100.0
	Total outputs	*17*	*13*	*5*	*10*	*7*	*3*	*9*	*8*	*4*	*3*	*79*	
1	Joint Programmes	2	2	0	0	0	0	2	1	1	0	8	10.1
10.12	Joint programming arrangements	2	6	4	9	4	3	0	1	0	0	29	36.7

3	Single agency outputs	13	5	1	1	3	0	7	6	3	3	42	53.2
	Sub-total	*17*	*13*	*5*	*10*	*7*	*3*	*9*	*8*	*4*	*3*	79	*100.00*

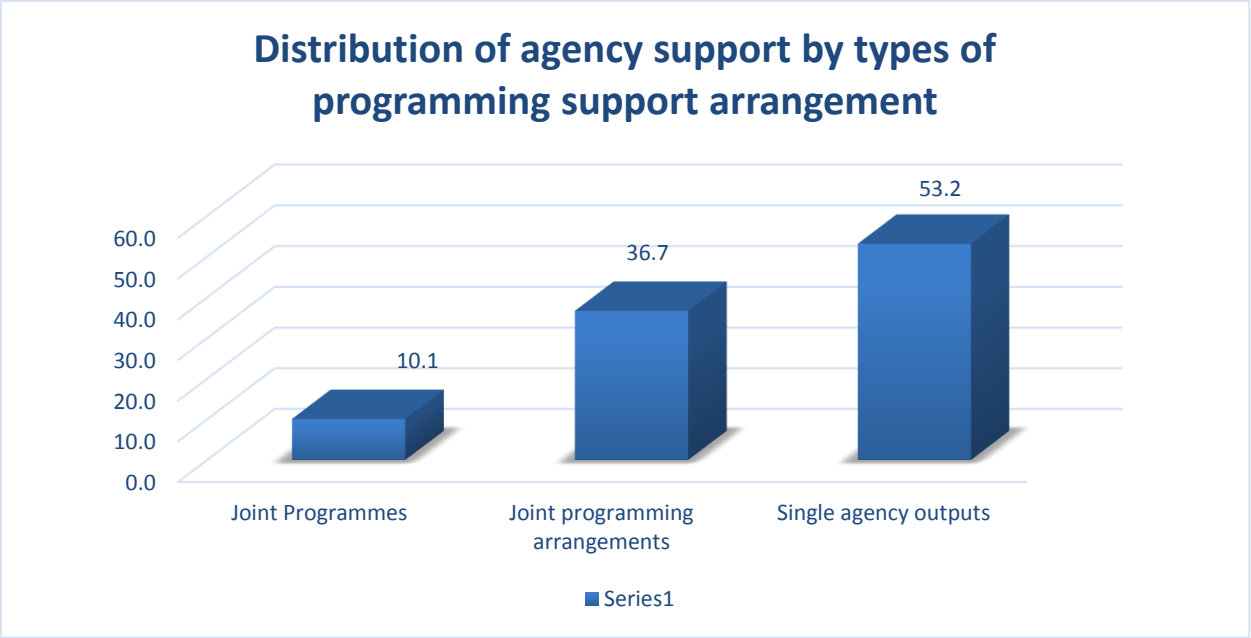

Figure 19 Distribution of agency support by types of programming support arrangement

8.2 Planned participation of UN agencies in UNDAF Outcomes[156]

		Outcome 1 Equitable and sustainable growth	Outcome 2 Public services, rights and participation	Outcome 3 Education and training	Outcome 4 Health and social welfare services	Outcome 5 Food security and nutrition	Outcome 6 HIV prevention, treatment and support	Outcome 7 Sustainable natural resource management	Outcome 8 Mitigation of climate change, and natural disaster vulnerabilities	Outcome 9 Reduced impact of unexploded ordnance	Outcome 10 Gender equality and participation of women	Total	%
	Agency	1	2	3	4	5	6	7	8	9	10	Total	
1	FAO					1			1			2	
2	IFAD	1				1						2	
3	ILO	1	1	1	1							4	
4	IOM											0	
5	ITC	1										1	
6	UNAIDS						1					1	
7	UNCDF	1	1									2	
8	UNDP	1				1	1		1	1		5	
9	UNEP	1										1	

[156] NBThis table should be up-dated to reflect actual participation by agencies in each of the Outcome areas.

10	UNESCO	1				1						2	
11	UNFPA	1	1		1		1				1	4	
12	UN Habitat	1	1	1	1			1	1	1		7	
12	UNICEF	1		1	1	1	1		1			6	
13	UNIDO	1						1				2	
14	UNODC	1	1		1		1					4	
15	UNOHCR		1									1	
16	UNV											0	
17	UN Women						1				1	3	
18	WB											0	
18	WFP				1	1	1				1	3	
19	WHO				1		1					2	
	Total	12	6	3	6	6	8	2	4	2	3	51	

Source: UNDAF Action Plan, Results Matrix

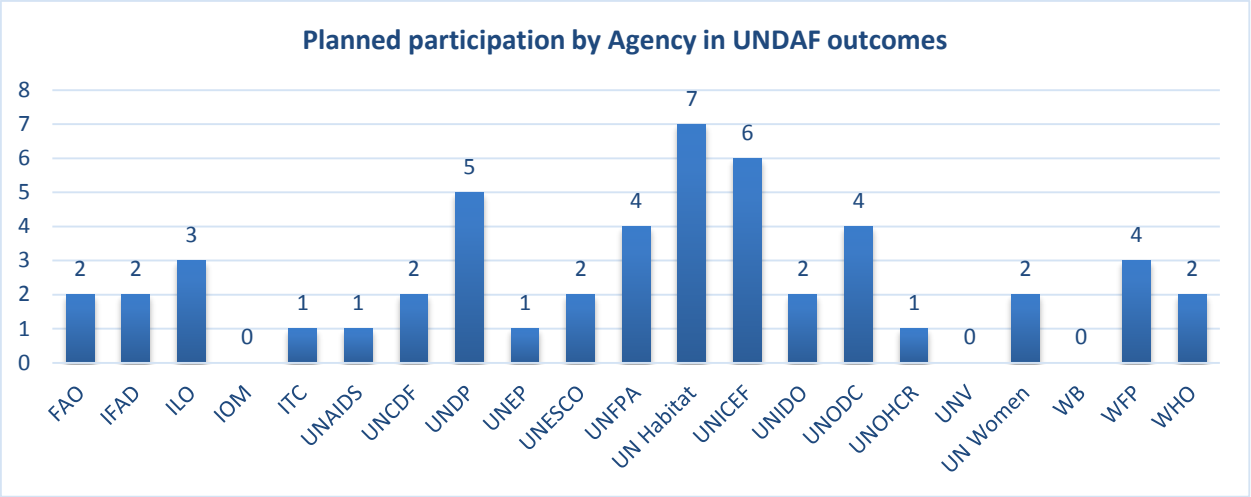

Figure 20 Planned participation by Agency in UNDAF Outcomes (Data derived from UNDAF Results Matrix)

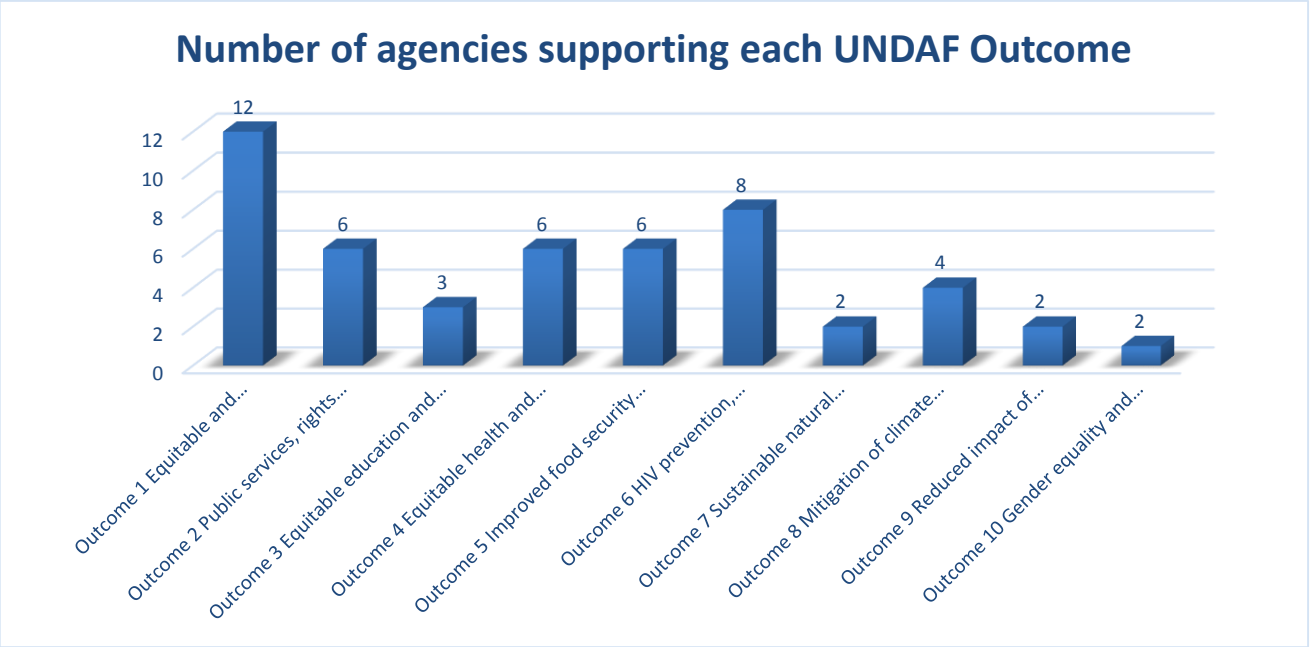

Figure 21 Number of agencies planning to support each UNDAF Outcome (data derived from UNDAF Results Matrix)

Annex 9: Outcome Groups (OG) and links with Sector Working Groups (SWG)

9.1 Terms of Reference - UNDAF Outcome Groups and Co-convenors (from 2011)

Background

The United Nations Development Assistance Framework Action Plan (UNDAF AP) for Lao PDR 2012-2015 is designed to strategically enhance the coherence of the UN System's response to support the Government of the Lao PDR in achieving its national priorities as articulated in the 7th National Socio-Economic Development Plan (2011-2015) and in laying the foundation for graduation from LDC status by 2020.

The UNDAF formulation process commenced in January 2010 with the development of a Country Analysis complementing existing national analytical work. Based on this analysis the UNDAF AP was formulated in close alignment with the national development priorities stipulated in the 7th NSEDP. Both the 7th NSEDP and UNDAF AP provide a strategic development vision that the Government of the Lao PDR and the UN Country Team are committed to realize over the period 2012-2015. The UNDAF AP is a fundamental programming instrument for UN System coherence and harmonization of response to national development and humanitarian challenges and complies with the underlying principles of the UN reform process and the Paris Declaration on Aid Effectiveness.

The UNDAF AP was developed in consultation with the Government of the Lao PDR and international partners focusing on six priority areas:

Inclusive and sustainable growth

Governance

Human Development

Natural Resources Management and Climate Change

Unexploded Ordnances

Gender

The UNDAF AP will be implemented by the UN system under leadership and guidance of the Government of Lao PDR, building on national processes and systems and through the assurance of continued alignment with national priorities and the principles of national ownership, mutual accountability and managing for results. In order to coordinate, monitor and report on the progressive implementation of the UNDAF AP, UNDAF Outcome Groups will be established for each of the ten outcomes. These groups will report directly to the UNCT, while existing groups such as the Gender Theme Group and Joint UN Team for HIV/AIDS shall continue to function and become the respective Outcome Group. The 6th and 12th monthly extended UNCT meetings including non-resident agencies shall focus on reviewing progress of UNDAF Action Plan implementation.

The Inter-Agency UN Communications Group (UNCG) will, if and when necessary, interact with the Outcome Groups to ensure the consistency, uniformity and accuracy of messages for effective advocacy and resource mobilization. The Inter-Agency Operations Management Team (OMT) will be responsible for overseeing progress in delivering common services and systems and will facilitate the standardisation of operational mechanisms. The mechnanism and scope for interaction and collaboration between the Outcome Groups and the OMT and UNCG will need to be further agreed between these.

UNDAF Governance Mechanism

UNDAF Outcome Groups Composition and Working Arrangements

The overall key functions of the Outcome Groups will be to coordinate, monitor and report on activities and progress towards the UNDAF outputs and outcomes, as well as to pool knowledge of the

UN system in support of the UNCT implementation of the UNDAF AP. While each UN agency is fully accountable for achieving their respective outputs, they are also accountable for their respective contributions towards the achievement of outcomes[1] within each Outcome Group.

Composition

The membership of Outcome Groups includes all relevant UN
System agencies, funds and programmes (hereinafter referred to as Participating Agencies), including non-resident agencies, which contribute to a specific UNDAF outcome as listed under the UNDAF AP Results Matrix (2012-2015).

The Outcome Groups will support coordinated work towards the strategic development results identified in the UNDAF AP document. They will provide technical support to both the UNCT and the Government of Lao PDR. They will also ensure that adequate inter-agency coordination related to their respective UNDAF outcomes is established and make recommendations on implementation to the UNCT for its decision.

UNDAF Outcome Groups have the liberty to decide on the need for and designation of output conveners, as and when required. These would be accountable for convening discussions and facilitating decisions on specific outputs.

The Outcome Groups shall agree on the TOR for the output convener where such function is agreed to. The main criteria for the selection of output conveners should be:

Agency capacity (technical, human, funding) and mandate

Presence of Representative/Deputy

Ability to provide supporting technical expertise

Established relationship with Government counterparts and existing formal role in existing national coordination mechanisms; experience with capacity development of government

Provides funding for the output.

The following UNDAF Outcome Groups, with Co-Convening Agencies, were agreed by the UNCT during the UNCT Retreat 2011:

OUTCOMES	Co-Conveners	Participating Agencies as per UNDAF Results Matrix
Outcome 1: Inclusive and Sustainable Growth	**UNFPA, UNDP**	ILO, ITC, IFAD, UNCDF, UNCTAD, UNDP, UNEP, UNESCO, UNFPA, UN-HABITAT, UNICEF, UNIDO, UNODC
Outcome 2: Governance	**UNDP, UNODC**	ILO, OHCHR, UNAIDS, UNCDF, UNDP, UNFPA, UN-HABITAT, UNIAP, UNICEF, UNICRI, UNODC, UN Women
Outcome 3: Education	**UNICEF**	ILO, UNESCO, UN-HABITAT, UNICEF, WFP (UNFPA[2])
Outcome 4: Health	**UNFPA, WHO, UNICEF**	UNFPA, UN-HABITAT, UNICEF, UNODC, WFP, WHO
Outcome 5: Food Security and Nutrition	**WFP, FAO**	FAO, UNICEF,WFP, WHO
Outcome 6: HIV/AIDS	**UNAIDS, UNODC**	UNAIDS - ILO, UNDP, UNESCO, UNFPA, UNICEF, UNODC, UN Women, WFP, WHO

Outcome 7: Natural Resources Management	**FAO**	FAO, UNDP, UNEP, UNESCO, UN-HABITAT, UNIDO
Outcome 8: Disaster Management / Climate Change	**UNDP, UN-HABITAT**	FAO, UNDP, UNESCO, UNICEF, UN-HABITAT, UNODC, WFP[3]
Outcome 9: UXO	**UNDP**	UNDP ,UN-HABITAT, UNIDO
Outcome 10: Gender => *Gender Theme Group*	**UNFPA, UN Women**	UNFPA, UN Women (FAO, ILO, ITC, IFAD, UNAIDS, UNCDF, UNCTAD, UNDP, UNEP, UNESCO, UN-HABITAT, UNICEF, UNICRI, UNIDO, UNODC, WFP, WHO)[4]

Working arrangement

Each UNDAF Outcome Group is co-convened by designated UN Agencies as listed above (the Co-Conveners). The UNDAF Outcome Groups will meet whenever necessary to monitor the implementation of progress towards the UNDAF AP. All UNDAF Outcome Groups report to the UNCT at least twice a year, as coordinated by the Office of the UN Resident Coordinator, during an extended UNDAF-dedicated UNCT meeting, which will include non-resident agencies (at the 6th and 12th monthly UNCT meeting).

UNDAF Outcome Groups have flexibility in their approach to achieving results and ensure inclusiveness, but must operate under the UNCT Code of Conduct (see annex 1).

Participating Agencies

Membership

Each Outcome Group will consist of individuals from Participating Agencies and could also include key government representatives, development partners and representatives of civil society in the Lao PDR, based on consensus or as/when deemed appropriate.

Responsibilities of Participating Agencies

The Participating Agencies will nominate focal points to represent them in the appropriate Outcome Group.

The Participating Agencies will ensure that their participation is consistent (same staff member to the extent possible) and regular (attend all meetings);

The focal points will be responsible for briefing their organizations/Representatives or equivalent on the Outcome Group status, recommendations, decisions, etc., and for ensuring that the senior management of their respective agency is kept fully informed;

The Participating Agencies, which contribute to the achievement of the UNDAF Outcome, are responsible for the coordination of the delivery of UNDAF outputs assigned to their agencies and to the UNDAF joint outputs to which they are contributing. There shall be involvement of each Participating Agency in the following activities:

Annual Review of the UNDAF results matrix; including in providing support for the UNDAF annual reviews, reports and evaluations; preparing TORs for the annual review and the UNDAF final evaluation; and participating fully in the review and evaluation processes including the regular update of UNDAFinfo database

Monitoring and reporting on six-monthly basis to the UNCT on progress and constraints in the achievement of each UNDAF Outcome

Documentation of lessons learned or good practices in their respective Outcome Group for dissemination to other Outcome Groups

Identification of capacity development needs among partners

Roles and Responsibilities

The ten UNDAF Outcome Groups serve as coordination mechanisms to enable the formulation, implementation, quality, coherence and consistency of programme activities leading to one UNDAF outcome, as well as ongoing monitoring of programme implementation, monitoring, evaluation and reporting.

Specific Roles and responsibilities of the Outcome Groups

Coordination, including internal coordination amongst UN agencies, both resident and non-resident, and between Outcome Groups, as well as external coordination with the Government

Resource mobilization, including for joint programmes

Monitoring, evaluation and review of their respective UNDAF outcome

Communication, including both internal communication (using IT tools such as Teamworks platform) and external communication, in close collaboration with UNCG

Coordination

Internal coordination amongst UN agencies, both resident and non-resident, and coordination with other Outcome Groups

External coordination with the Government, including coordination with relevant sector working groups, technical working groups or other existing national coordination mechanisms as/when deemed appropriate

Resource Mobilization

The Outcome Groups shall, through their Co-Conveners, inform the UNCT on the amount mobilized by joint programmes and the planned allocation of resources, to ensure that the UNCT has an accurate overview of available and required resources

Within the Outcome Group, agencies are encouraged to share and coordinate their fundraising efforts, with Co-Conveners facilitating joint resource mobilization

Once a year, the Outcome Groups will up-date the UNDAF resource mobilization table to reflects funds available

Monitoring & Evaluation

Outcome Group Participating Agencies shall participate in and inform the UNDAF annual review

Participating Agencies shall, through their data entry focal point, ensure data entry under their respective outcomes, outputs and indicators in line with the timeline for the UNDAF review

The Outcome Group M & E focal point shall ensure a coordinated approach to M & E within the group, as well as coordination with the individual agency data entry persons and the Outcome Group Co-Conveners

Provide data in a timely manner allowing the Co-Conveners to inform the UNCT on progress, including in terms of resource mobilization

Communication

Networking and advocacy on UN issues with the Government, media, NGOs and academics

Advise on and organize outreach events/activities to increase public, Government and donor awareness of the UN System activities

Facilitate UN system publications

Ensure, with the Co-Convener acting as the overall coordinator, that communication work is done in close collaboration with the UNCG, in accordance with the UNCG Strategy and drawing on the capacity and expertise of the UNCG.

Specific Role and Responsibilities of the Outcome Group Co-Conveners

UNDAF Outcome Group Co-Conveners will facilitate and coordinate the work of each Outcome Group in line with the roles and responsibilities of the groups outlined above, ensuring strategic direction, reporting to the UNCT level and the participation of and information-sharing with non-resident agencies. The Co-Conveners will also be overall responsible to ensure cross outcome group coordination and information sharing with the support of the Office of the Resident Coordinator as the Secretariat of the Co-Conveners group.

The Co-Conveners shall appoint one of the members of the Outcome Group to be responsible for the secretariat function, either permanently or on a rotational basis. The secretariat function will include the recording and circulation of action-oriented minutes to Outcome Group members and the RCO and the update of the e-mail list of the Outcome Group on a regular basis

Co-Conveners should to the extend possible not be Heads of Agencies, but senior-level technical staff empowered to make decisions directly relevant to the outcome group area of focus in accordance with this ToR and to represent the group in terms of reporting to the UNCT. The UNDAF Outcome Group Co-Conveners shall remain accountable and report directly to the UNCT/RC.

Specific Role and Responsibilities of the Co-Converners Group

To ensure consistency across Outcome Groups in the methodologies used for the review process, Co-Conveners shall meet every two months to discuss the monitoring and reporting on the implementation of the UNDAF Action Plan, as well as lessons learned and best practices across the Outcome Groups that may help improve the coordination mechanism outlined in this ToR. The Co-Conveners will also be responsible for coordinating and managing, in close collaboration with the RC Office, Outcome Group participation in UNDAF joint annual reviews and evaluations, ensuring the full participation of all Outcome Group members.

Specific Role and Responsibilities of the Office of the UN Resident Coordinator

The RC Office will be responsible for facilitating overall coordination at the level of the UNDAF, including through the below overall responsibilities:

Preparing for and coordinating the UNDAF-related UNCT meetings

Facilitating and coordinating, through the Co-Conveners group, the UNDAF annual review meetings with the Government of the Lao PDR, including drafting minutes

Consolidating inputs from all Co-Conveners in preparation for the UNDAF annual review with the Government, through the Co-Conveners group

Reporting to the UN Development Operations Coordination Office, including in terms of progress on UNDAF implementation

Serve as the Secretariat for the Co-conveners group and convene and chair the Co-conveners meeting

As necessary, assist the UN Resident Coordinator with regards to resource mobilization efforts related to joint programme proposals developed by the Outcome groups

9.2 Suggested purposes of Outcome Groups

It is suggested that the following ToR be taken into consideration in the context of up-dating the present terms of reference.

Purpose

The purpose of Outcome Groups (OG) should be to facilitate:

Information sharing among UN staff in pursuit of common UNDAF and national outcomes and outputs in the same substantive or thematic area;

Facilitate the planning, implementation and monitoring of UN system resources in each UNDAF Outcome area in support of the work of Sector Working Groups;

Inform the UNCT of progress in relation to the achievement of UNDAF Outcomes, through the implementation of UN supported projects.

Responsibilities

To achieve the above, it is expected that Outcome Groups will be responsible for:

Designing coordinated UN system responses to selected priorities of the 7th/8th National Economic and Social Development Plan(s) and corresponding sectoral plans, programmes or strategies.

This would include:

carrying out analysis of trends and needs in relation the outcome area;

designing the next UNDAF Results Matrix;

formulating future UNDAF/Outcome annual work plans;

coordinating with donor partners and obtaining information on their on-going and planned support in the same outcome area.

Preparing support packages for eventual support to donor partners.

Monitoring results, both substantive and financial, through the formulation of reports for the UNCT, on the basis of a common format (see below);

Informing and advising the UNCT periodically on all matters relating to the OGs area of responsibility, and seeking advice and decisions, as appropriate.

Preparing OG Annual Reports for the UNCT, which can provide the basis for UNDAF annual reviews.

Membership and management

OGs would be made up of:

A chair person, with alternate, designated by the UNCT, who normally be a Head of Agency, and who would be responsible for convening and chairing meetings;

Members who would normally be programme officers representing the agencies participating in the Outcome area;

An OG rapporteur responsible for reporting on meetings;

Invited specialists (visiting, local, etc.)

4) Periodicity of meetings

Quarterly, or more frequently, as required.

9.3 Suggested format for OG Reports to the UNCT[157]

[157] This format is for guidance, and can be adapted according to needs.

Outcome Group name:

Date:

Author:

Reporting period;

Participating agencies:

Information to be provided in the report:

Outcome statement, and relevant indicators;

Relevant outputs being targeted by UN support:

UN-supported projects (on-going and planned);

Resources planned, to be mobilized and delivered.

Main activities undertaken during reporting period:

Results and outputs achieved

Issues and constraints to be addressed;

Proposed UNCT actions and decisions

9.4 Sector Working Groups (SWGs)

SECTOR WORKING GROUPS - BACKGROUND

Written by Administrator | 16 October 2014

Lao PDR currently has 10 Sector Working Groups (SWGs) that bring together representatives from Government (Line Ministries as Chairs of SWGs based their sectoral expertise), Development Partners (as Co-Chairs based on their substantive contributions – Co-Chair arrangement can be rotated as needed), civil societies, private sectors and other related stakeholders. These SWGs are:

Health

Education

Governance

Macro-Economics

Trade and Private Sector Development

Infrastructure

UXO (Mine Action)

Illicit Drug Control

Agriculture and Rural Development

Natural Resource Management and Environment

The Department of International Cooperation (DIC), Ministry of Planning and Investment (MPI) has then been tasked by the Government of Lao PDR as an overall coordinating agency of the SWG mechanism. To facilitate the coordination of the Sector Working Groups, DIC also manages the meetings of the Sector Working Group Chairs and Co-chairs convened whenever needed.

The SWGs are forums to discuss and build consensus about development priorities, and improve sectoral aid coordination and effectiveness as set out in the Vientiane Declaration Country Action Plan to support the implementation of the NSEDPs. Under the common framework of the Round Table

Process, these groups commit to Lao PDR's development efforts in the areas of their expertise under the leadership of the Government of Lao PDR.

This SWG mechanism was formed in 2005 when the Ministry of Foreign Affairs announced at the Round Table Information Meeting the Government's wish to merge the existing donor and government working groups. This joint Government-Donor SWG mechanism has been served as an operational tool for the merging of the NGPES (the first Poverty Reduction Strategy Paper as classified by the World Bank) with the NSEDP process.

In June 2005, Laos had Eight Sector Working Groups to support the formulation, implementation and monitoring the NSEDP 2006-2010. These SWGs were

Agriculture, Rural Development and Natural Resource Management

Macroeconomics, Trade and Private Sector Development

Education

Health

Infrastructure

Governance

UXO and Mine Action

Illicit Drugs

Since the establishment in 2005, the SWG mechanism in Laos has gone through a few changes to ensure the operationalization in supporting the implementation of the national aid/development effectiveness framework “the VDCAP” and the NSEDP (2006-2010) and the NSEDP (2011-2015).

For instance, in March 2007, a review of the SWGs was conducted by UNDP upon the request of DIC. The review provided a number of recommendations to improve the SWG mechanism and better respond to the needs of Government and the development partner community. The recommendations that came out of this review have been taken into consideration to sharpen the Term of References and mandates of each SWG which support the formulation, implementation and monitoring the NSEDPs.

Since early 2008, DIC has been in consultation with Line Ministries and Development Partners to facilitate internal reorganization and the strengthening of SWGs including preparation of annual work plans for each SWG, which should be linked to the Round Table Process.

In 2012, responding to emerging nee ds and current progresses of the country development, the Government of Lao PDR in consultation with DPs decided to expand the eight SWGs to 10 SWGs as highlighted earlier.

List of Working Groups (WGS)

1. NATURAL RESOURCE MANAGEMENT AND ENVIRONMENT SECTOR WORKING GROUP

Written by Administrator | 24 October 2014

Chair - Ministry of Natural Resources and Environment (MoNRE)

Co-Chairs - Germany and WB

There are five sub-Sector Working Groups (Sub-SWGs)

Land Sub-SWG
Chair - Department of Land Allocation and Development
Co-Chairs - GIZ and CARE International

Forest Management Sub-SWG
Chair - Department of Forest Resources Management
Co-Chair - JICA

Geology and Mining Sub-SWG
Chair – Department of Geology and Minerals
Co-Chair - BGR (Federal Institute for Geosciences and Natural Resources)

Water Resource and Disaster Sub-SWG
Chair - Department of Water Resources
Co-Chair - AusAID

Environment and Climate Change Sub-SWG
Chair - Department of Environmental Quality Promotion
Co-Chair - WB

2. AGRICULTURE AND RURAL DEVELOPMENT SECTOR WORKING GROUP

Written by Administrator | 24 October 2014

Chair - Ministry of Agriculture and Forestry (MAF)

Co-Chairs - France and IFAD

There are four sub-Sector Working Groups (Sub-SWGs)

Agro biodiversity
Chair - Deputy Director General Department of Planning and Cooperation, MAF
Co-Chair - SDC

Agri-Business Sub-SWG
Chair - Deputy Director General of DAEC
Co-Chair - SDC

Upland Agriculture Sub-SWG
Chair – Deputy Director General of Department of Planning and cooperation, MAF
Co-Chairs - AFD and EU

Policy Think Tank
Chair - Policy Research Centre/NAFRI

3. ILLICIT DRUG CONTROL SECTOR WORKING GROUP

Written by Administrator | 24 October 2014

Chair - The Lao National Commission for Drug Control and Supervision (LCDC)

Co-Chairs - Japan/Australia (rotation basis and UNODC

There are two sub-Sector Working Groups (Sub-SWGs)

Drug Sub-SWG
Chair - Head of Permanent Secretariat of LCDC

Crime Sub-SWG
Chairs - Deputy Director General of General Police Department, Director of Counter Narcotic Police Department, Ministry of Public Security

4. UXO (MINE ACTION) WORKING GROUP

Written by Administrator | 24 October 2014

Chair - The National Leading Committee for Rural Development and Poverty Eradication

Co-Chairs - USA and UNDP

There are three sub-Sector Working Groups (Sub-SWGs)

Clearance Technical WG
Chair - Deputy Director (operation) National Regulatory for UXO/Mine Action Sector in Lao PDR (NRA)

Victim Assistance Technical WG
Chair - Deputy Director (operation) National Regulatory for UXO/Mine Action Sector in Lao PDR (NRA)

Mine Risk Education Technical WG
Chair – Deputy Director (operation) National Regulatory for UXO/Mine Action Sector in Lao PDR (NRA)

5. INFRASTRUCTURE SECTOR WORKING GROUP

Written by Administrator | 24 October 2014

Chair - Ministry of Public Works and Transport (MPWT)

Co-Chairs - Asian Development Bank (ADB) and World Bank (WB)

There are two sub-Sector Working Groups (Sub-SWGs)

Transport Sub-SWG
Chair - Deputy-Minister of Public Works and Transport (MPWT)

Water Sanitation & Urban Development Sub-SWG
Chair - Deputy-Minister of Public Works and Transport (MPWT)

6. TRADE AND PRIVATE SECTOR DEVELOPMENT SECTOR WORKING GROUP

Written by Administrator | 24 October 2014

Chair - Ministry of Industry and Commerce (MoIC)

Co-Chairs - Embassy of Germany and European Commission (EC)

7. MACRO-ECONOMICS SECTOR WORKING GROUP

Written by Administrator | 24 October 2014

Chair - Ministry of Planning and Investment (MPI)

Co-Chairs - Asian Development Bank (ADB) and World Bank (WB)

8. GOVERNANCE SECTOR WORKING GROUP

Written by Administrator | 23 October 2014

Chair - Ministry of Home Affairs (MoHA) and Ministry of Justice (MoJ)

Co-Chairs - UNDP

There are two sub-Sector Working Groups (Sub-SWGs)

Public service Improvement Sub-SWG
Chair - Vice Minister of Home Affairs
Co-Chairs - UNDP and SDC

Legal and Institutional Oversight Sub-SWG
Chair - Vice Minister of Justice
Co-Chairs - UNDP and EU

9. EDUCATION SECTOR WORKING GROUP

Written by Administrator | 23 October 2014

Chair - Ministry of Education and Sport

Co-Chairs - Australia and UNICEF

Currently, the Education SWG has four Sub-Sector Working Groups (Sub-SWGs)

Basic Education (Sub-SWG)
Chair - Director General, Department of Primary and Pre-Primary Education (Ministry of Education and Sport)
Co-Chairs - UNICEF and Save the Children International Laos

Post Basic Education (Sub-SWG)
Chair - Director General of Department of Higher Education (Ministry of Education and Sport)
Co-Chairs - GIZ and ADB

Education Management, Administration and Performance Assessment (Sub-SWG)
Chair – Director General of Department of Inspection (Ministry of Education and Sport)
Co-Chairs - EU and JICA

Education Research and Analysis (Sub-SWG)
Chair - Deputy Director General of Department of Planning
Co-Chair - WB

10. HEALTH SECTOR WORKING GROUP

Written by Administrator | 23 October 2014

Chair - Ministry of Health

Co-Chairs - Embassy of Japan and World Health Organization (WHO)

Currently, the Health SWG has six Technical Working Groups (TWGs)

Planning and Finance TWG
Chair - Department of Planning and International Cooperation & Department of Finance (Ministry of Health)

Human Resources technical WG
Chair - Deputy Director General of Department of Training and Education for Health (Ministry of Health)

Mother and Child Health and Nutrition TWG
Chair - Deputy Director General of Department of Hygiene and Health Promotion Prevention (Ministry of Health)

Health Care TWG
Chair - Deputy Director General of Department of Health Care (Ministry of Health)

Food and Drug TWG
Chair - Director General of Department of Food and Drug (Ministry of Health)

Hygiene Prevention and Health Promotion TWG
Chair - Director General of Department of Hygiene and Health Promotion

Annex 10: Preparations for UNPF

10.1 Draft Roadmap for preparation of UN Partnership Framework (2017 – 2021)

As of 4 June 2015

Draft Roadmap for the Development of the

Lao PDR – UN Partnership Framework 2017-2021[158]

This roadmap outlines the preparation process of the Lao PDR – UN Partnership Framework (2017-2021). Agreed by the UNCT and the government, the roadmap clearly aligns to the national development planning process, and lays out the steps and milestones for the UN Country Team's contribution to country analysis and Partnership Framework preparation. This roadmap is a living document that will be updated on an ongoing basis.

The Lao PDR – UN Partnership Framework (2017-2021) will be the strategic programme framework that describes the collective response of the UN system to the national development priorities. Similar to the current UN Development Assistance Framework Action Plan (2012-2016), it will ensure that duplication is avoided and synergies with ongoing interventions are established.

Building on the unique expertise of all UN funds, programmes and specialized agencies working in the country, the Partnership Framework will be designed to facilitate improvement of coordination and coherence at the country level. It will enhance transparency and predictability vis-à-vis partners and the public at large, and ensure that the resources of the United Nations development system, including the knowledge base and expertise of all resident and non-resident agencies, are systematically made available for access by the Government of Lao PDR.

The elements of strategic focus include:

National Ownership that is inclusive of all stakeholders in all stages of the process. Multi-stakeholder partnerships will engage Government and other key stakeholders;

Inclusiveness of the UN system with full involvement of specialized and non-resident agencies;

Alignment with national development priorities, strategies and systems: The Partnership Framework, and the country analysis from which it emerges, will be based on and aligned with national development priorities and strategies. It will thus be aligned with the 8th National Socio-Economic Development Plan (2016-2020);

Integration of the five programming principles (human rights-based approach, gender equality, environmental sustainability and other international commitments, as well as theory of change / results-based management, and capacity development), tailored to the Lao context;

Mutual accountability for development results: For the purpose of the Partnership Framework, mutual accountability is interpreted as the respective accountability of parties working together towards shared outcomes. Many stakeholders will contribute to the Partnership Framework's outcomes and each will be accountable for its contribution. An Annual Progress Report will focus on UN Country Team contributions to these outcomes and, as such, will address the respective accountability at the outcome level.

Partners will strive for both process and final product to be pragmatic and simple, using guidance as guidance and not as directives.

Coordination Structures

[158] "Lao PDR – UN Partnership Framework" could be replaced by another name in the course of its development.

The UN Country Team in Lao PDR consists of FAO, IFAD, ILO, UN-Habitat, UN Women, UNAIDS, UNDP, UNFPA, UNICEF, UNIDO, UNODC, UNV, WFP and WHO. IOM participates in the UN Country Team as non-UN entity. ADB and World Bank are also part of the UN Country Team.

The UN Country Team has nominated two programme colleagues as Partnership Framework facilitators, who will be supporting the preparation and implementation of the Partnership Framework. The facilitators will oversee the new Results Groups on behalf of the UN Country Team, ensuring horizontal and vertical communication-linkages between the groups through meetings of their chairs, and regular communication between the Results Groups and the UNCT. The facilitators will take a lead role in the development of the country analysis.

Non-Resident Agencies include IAEA, ITC, ITU, OCHA, OHCHR, UNCDF, UNEP, UNESCAP, UNESCO and UNHCR.

The technical coordination between the UN Country Team agencies takes place inter alia in the UN Communications Group; the Operations Management Team; seven Working Groups around the Outcomes of the UN Development Assistance Framework Action Plan (2012-2016)

A National/UN Steering Committee will ensure inclusion of key partners such as Government and civil society. It will be established by May 2015 to provide strategic oversight and quality assurance, advising the UN Country Team along key milestones.

The Monitoring and Evaluation Group, consisting of technical UN staff, will provide day-to-day technical level advice and support to the UN Country Team on the formulation of the Partnership Framework.

National Development Context

The Partnership Framework will support the implementation of the 8th National Socio-Economic Development Plan (NSEDP 2016-2020), which is expected to be approved by the National Assembly in June/July. The 8th NSEDP is a means of implementing the National Strategy on Socio-Economic Development until 2025 and Vision until 2030. It aims to:

Facilitate eligibility for graduation from LDC status by 2020;

Consolidate regional and international integration in the context of the launching of the ASEAN Economic Community in 2015; and

Take further steps towards industrialization and modernization and to enhance the well-being of the people and the prosperity of the country in order to achieve upper-middle-income country status by 2030.

The plan's overall Goal is continued poverty reduction, graduation from Least Developed Country Status through realization of national development potential and comparative advantages, effective management and utilization of natural resources and strong regional and international integration.

The plan is structured around 3 Outcomes and 17 Outputs.

Outcome 1: Sustained inclusive economic growth with economic vulnerability (EVI) reduced to level required for LDC graduation and consolidated financial, legal and human resources to support growth.

Output 1.1 - Sustained and Inclusive Economic Growth

Output 1.2 - Macro-economic Stability

Output 1.3 - Integrated Development Planning and Budgeting

Output 1.4 - Balanced Regional and Local Development

Output 1.5 - Improved Public /Private Labour Force Capacity

Output 1.6 - Local Entrepreneurs are Competitive in Domestic and Global Markets

Output 1.7 - Regional and International Cooperation and Integration

Outcome 2: Human development enhanced to LDC graduation criteria level and achievement of off-track MDGs through the provision and use of services which are balanced geographically and distributed between social groups.

Output 2.1 - Improved Living Standards through Poverty Reduction

Output 2.2 - Food Security Ensured and Incidence of Malnutrition Reduced

Output 2.3 - Access to High Quality Education

Output 2.4 - Access to High Quality Health Care and Preventative Medicine

Output 2.5 - Enhanced Social Welfare

Output 2.6 - Protection of Traditions and Culture

Output 2.7 - Political Stability, Order, Justice, Gender Equality

Outcome 3: Reduced effects of natural shocks as required for LDC graduation and sustainable management of natural resource exploitation

Output 3.1 - Environmental Protection and Sustainable Natural Resources Management

Output 3.2 - Preparedness for Natural Disasters and Risk Mitigation

Output 3.3 - Reduced Instability of Agricultural Production

Sustainable Development Goals

Through the Partnership Framework, the UN Country Team's strategic focus in the Lao PDR will shift to align with the universal Sustainable Development Goals.

The fast-changing development context, financing landscape, new actors, and a departure from the traditional divides between North and South call for the UN to demonstrate tangible results, and challenge the UN development system to think over and beyond its current policy and business models, on how best to also collectively deliver a high impact, relevant contribution at country level.

The UN Development Group and the UN High-level Committee on Programmes have identified five key elements that will be crucial to ensuring the UN is fit for purpose to deliver on the Post-2015 development agenda, with implications for the country context:

Universality: Supporting development for all that leaves no one behind.

Integration:, Ensuring wider stakeholder engagement, advancing the next generation of Delivering as One Coherence and aligning the vision of the UN system at the country level.

Equality: Addressing explicitly and systematically the reduction of inequality, working towards data disaggregation and focused analysis to capture inequality, and implementing system-wide action on gender equality and women's empowerment.

Human Rights: Better integrating human rights and gender into all aspects of the UN system's work.

Creating a data revolution: Intensifying country capacities on data and statistics, involvement with "big data", ensuring universal and affordable access to ICT and greater public sharing of UN data and information.

Delivering as One

The Partnership Framework will strengthen the UN's common vision and improve systems for working together, with a phased approach towards the 15 core elements of the Delivering as One

Standard Operating Procedures. The 15 core elements, to be adapted to the Lao PDR's context and needs, are:

Overarching

Joint oversight and ownership agreed between Government and the UN through a Joint National/ UN Steering Committee;

Annual reporting on joint UN results in the UN Country Results Report;

One Programme

Signed Partnership Framework at the outcome level;

Joint Work Plans (of Results Groups), aligned with the Partnership Framework and signed by involved UN entities (this does not preclude agency specific work plans where required)

Results Groups (chaired by Heads of Agencies) focused on strategic policy and programme content established and aligned with national coordination mechanisms

Common Budgetary Framework

A medium-term Common Budgetary Framework aligned to the UNDAF/One Programme as a results oriented resourcing framework for UN resources

Annual Common Budgetary Frameworks (as a part of the Joint Work Plans) updated annually with transparent data on financial resources required, available, expected, and to be mobilized

A Joint Resource Mobilization strategy as appropriate to the country context (with the option of a One Fund duly considered) approved by the UNCT and monitored and reported against

One Leader

Strong commitment and incentives of the UNCT to work towards common results and accountability through full implementation of the M&A system and the UNCT Conduct and Working Arrangements;

Empowered UNCT to make joint decisions relating to programming activities and financial matters;

Operating as One

Business Operations Strategy endorsed by UNCT, adapted to local needs and capacities, to enhance operational oneness processes through eliminating duplication of common processes to leverage efficiencies and maximize economies of scale;

Empowered Operations Management Team (chaired by a Head of Agency);

Operations costs and budgets integrated in the overall medium-term Common Budgetary Framework;

Communicating as One

A joint communication strategy appropriate to the country context approved by the UNCT and monitored and reported against in the UN Country Results Report;

Country Communications Group (chaired by a Head of Agency) and supported by regional and HQ levels, as necessary.

Milestones

UNDAF Evaluation

A light and forward-looking evaluation of the Lao PDR UNDAF Action Plan (2012-2016) will generate evidence and lessons learnt based on the assessment of the current performance of the UNDAF outcome. The evaluation will guide the formulation of the next UNDAF cycle and related UN individual Country Programmes; provide a set of actionable recommendations based on credible

findings, to be used for organisational learning; and support greater accountability of the UNCT to its stakeholders. The UNDAF evaluation will be harmonized with the gender score card.

An in-country mission is foreseen to start on 8 June. Preparation will include the collection of key documents, status update on UNDAF indicators by the Outcome Groups, and setting up of interviews with key stakeholders by the UN team, as well as desk review and preparation of an inception report by the UNDAF Evaluation team.

Country Analysis

The UNDAF Evaluation will be complemented by a desk review of analytical work. Given the wealth of analytic information available, the Country Analysis will be conducted in a light manner with the help of an external consultant. The objective of the Country Analysis is to identify vulnerable and marginalized groups, patterns and root causes of discrimination and inequality, and existing gaps and needs in the development agenda. Further details will be spelled out in the TOR of the Country Analysis.

Prioritization

The prioritization will be based on the findings and recommendations of the UNDAF evaluation and the country analysis, as well as other information, including mapping of UN work and analysis of comparative advantages. The UN Country Team will also draw on existing joint or collaborative UN frameworks and strategic partnerships, strategic programmes, action plans and inter-agency MoUs.

New Results Groups around the structure of the 8th National Socio-Economic Development Plan will be established to lead the development of the results matrix, consulting with Government and other partners along the way.

After reviewing the national development priorities and agreeing which national development priorities are appropriate for UN action, the UN Country Team in consultation with all relevant stakeholders will agree on a set of outcomes to support each national development priority. The Outcomes strike a balance between being strategic on the one hand, and being focused enough, on the other hand, to reflect the specificities of the UN system's contribution towards the national development priorities, based on comparative advantages. All outcomes and indicators will be SMART, include baselines, targets, means of verification and responsibilities for monitoring, and undergo a rigorous quality review.

If required, a Strategic Planning Retreat will help clarify the demand for key UN system services, set priorities and determine outcomes.

Support

The Regional UNDG Team's Peer Support Group will provide quality feedback throughout the entire strategic planning. Key documents such as the roadmap, the country analysis and the Partnership Framework document will be submitted to the Peer Support Group, who will provide feedback within 3 weeks.

Additional quality support via technical feedback will be provided by DOCO, technical staff from the agencies of the regional UNDG Team and the UN System Staff College. The RC Office will request any necessary facilitation support for workshops or retreats at least 6 weeks before the event. All documents will be reviewed as per the Checklists to assess the quality and strategic positioning of the UNDAF.

Annex 1: Key Dates for Development of Lao PDR – UN Partnership Framework

Dates	Activity
By April 2015	Detailed Roadmap – visioning within the UN Team
May	Establishment of high-level Steering Committee
May – August	Evaluation of UNDAF Action Plan 2012-2016
June - July	Gender Scorecard (harmonized with evaluation)
June	1st Meeting of Steering Committee on UNDAF evaluation
August	2nd Meeting of Steering Committee to validate UNDAF Evaluation
June – July	Country Analysis (desk review)
June	Establishment of flexible new results group structure (3 large groups around 8th plan Outcomes who can then further split up)
June	Assessment of Comparative Advantage and Capacities in context of 8th Plan and SDGs (harmonized with country analysis)
July	RBM Workshop
26-27 August	2 days Gender Equality / Human Rights Workshop
August - November	Drafting and consultation around Partnership Framework and its results matrix
September	UN Country Team Retreat
November	3rd Meeting of Steering Committee (to validate results matrix)
December	4th Meeting of Steering Committee (to validate Partnership Framework) (meetings 3 and 4 could be combined)
December	Partnership Framework signed
In parallel	Development of Agency Programmes based on emerging Partnership Framework

Annex 2: National and International Timeline

National Timeline	Date	International Timeline
Start of Lao Fiscal Year	*1 April*	
Draft 8th NSEDP submitted to Cabinet	*Week of 21 April*	
National Assembly Intersession Programme / Comprehensive Assessment meeting in preparation for the 9th Ordinary Session, 7th Legislature	*11 – 15 May*	
Ordinary Session of the National Assembly – 8th NSEDP submitted to National Assembly for approval	*29 June – 17 July (tbc)*	
	13 – 16 July	Third International Conference on Financing for Development Addis Ababa, Ethiopia
Publication of preliminary census data	*September*	
	25-27 September	UN Summit to adopt the Sustainable Development Goals New York, USA
Start of Lao Annual Plan	*1 October*	
	24 October	70th Anniversary of the United Nations
High-level Round Table Implementation Meeting	*October or November*	
	30 November – 11 December	UN Climate Change Conference[159] Paris, France
December Session of the National Assembly	*December*	
40th Anniversary of Establishment of Lao PDR	*2 December*	
60th Anniversary of Lao PDR's admission to UN	*15 December*	
	31 December	Association of Southeast Asian Nations (ASEAN) Economic Community (AEC) comes in force
	1 January 2016	Lao PDR takes over chair of ASEAN
10th Congress of the Lao People's Revolutionary Party	*March 2016 (prep. in 2015)*	

[159] 21st session of the Conference of the Parties to the UN Framework Convention on Climate Change and 11th session of the D CD Conference of the Parties serving as the meeting of the Parties to the Kyoto Protocol.

10.2 TOR of the Joint National / UN Steering Committee

This Steering Committee is being established to oversee, guide and facilitate the preparation of the Lao PDR – UN Partnership Framework (2017-2021). It ensures national ownership and alignment with national priorities.

Roles and responsibilities

Oversight and Guidance of the Evaluation of the UNDAF Action Plan 2012-2016; the Steering Committee will review and provide feedback to the draft evaluation Report and participate in the final Stakeholder Workshop to discuss the Evaluation results and way forward;

Oversight and guidance of the Country Analysis;

Oversight and endorsement of the Lao PDR – UN Partnership Framework

Proposed members

The Steering Committee is co-chaired by a Senior Government Representative and the UN Resident Coordinator and supported by the Office of the UN Resident Coordinator. The membership comprises Government, Heads of UN Agency and international development partners.

	Institution	Member	Alternate
1	Ministry of Foreign Affairs, Co-chair of the Steering Committee	H.E. Mr. Saleumxay Kommasith, Vice Minister	Mme. Phavanh Nuanthasing, Director General, Department of international Organizations
			Mr. Anouparb Vongnorkeo Deputy Director General, Department of international Organizations
			Mr. Daovy Vongxay, Director, UN Economic and Social Affairs Division
2	United Nations, Co-chair of the Steering Committee	Ms. Kaarina Immonen, UN Resident Coordinator	UN Resident Coordinator, ad interim
3	Ministry of Planning and Investment	H.E. Dr. Kikeo Chanthaboury, Vice Minister of Planning and Investment	Mme. Sisomboun Ounnavong, Director General, Department of International Cooperation
			Mme. Phonevanh Outhavong, Deputy Director General, Department of Planning
			Dr. Leeber Leebouaphao, Director General of NERI
4	Ministry of Agriculture and Forestry	H.E. Dr. Phoung Parisak Pravongviengkham, Vice Minister	Dr. Bounthong Bouahom, Director General NAFRI, Ministry of Agriculture and Forestry

5	Ministry of Labour and Social Welfare	H.E. Mme. Baikham Khattiya, Vice Minister	Mr. Leepao Yang, Director General, Department of Planning and Cooperation
6	Ministry of Health	H.E. Dr. Inlavan Keobounphanh, Vice Minister	Dr. Phasouk Vongvichith, Department of Planning and International Cooperation
7	Ministry of Natural Resources and Environment	H.E. Mme. Monmany Nhoibuakong, Vice Minister	Mr. Phouvong Luangxaysana, Director General, Department of Disaster Management and Climate Change
8	Ministry of Justice	H.E. Prof. Ket Kiettisak, Vice Minister	Mr. Bounta S. Phabmixay, Director General, Judicial Administration System Department
9	Ministry of Education and Sports	H.E. Mr. Lytou Bouapao, Vice Minister	Dr. Mithong Souvanvixay, Director General, Department of Pre- and Primary Education
10	Ministry of Industry and Commerce	H.E. Mr. Somchit Intamith, Vice Minister	Mr. Manohack Rasachack, Director General, Department of Industry and Handicraft
11	Ministry of Public Works and Transports	H.E Mme. Vilaykham Phosalath, Vice Minister	Mr. Phomma Veoravanh, Deputy Director General Department of Housing and Urban Planning
12	Ministry of Finance	H.E. Mme Thippakone Chanthavongsa, Vice Minister	tbc
13	European Union	Mr. Michel Goffin, Chargé d'Affaires	Ms. Audrey Maillot, Attaché Cooperation
			Mr. Ignacio Oliver-Cruz
14	Japan / JICA	Mr. Yusuke Murakami, Chief Representative	Ms. Saeda Makimoto, Senior Representative
15	FAO	Dr. Stephen Rudgard, Representative	tbc
16	UN-Habitat	Mr. Avi Sarkar, Regional Advisor	tbc
17	UNDP	Ms. Azusa Kubota, Deputy Resident Representative	Ms. Silavanh Vongphosy, Assistant Resident Representative

18	UNFPA	Dr. Hassan Mohtashami, Representative	Ms. Rizvina De Alwis, Deputy Representative
19	UNICEF	Ms. Hongwei Gao, Representative	Ms. Julia Rees, Deputy Representative
20	WFP	Ms. Sarah Gordon-Gibson, Country Director	Ms. Ariane Waldvogel, Deputy Country Director
21	WHO	Dr. Juliet Fleischl, Representative	Mr. Jun Gao, Team Leader, Health System Development

10.3 Status of MDGs (2013)

10.3.1 Progress towards MDG Targets (Goals 1-7), Lao PDR, 2008[160]158[161]

Target	Serious- ly off track*	Off track**	On track***	No target	Data gaps
Goal 1: Eradicate Extreme Poverty and Hunger					
Reduce extreme poverty by half					
Reduce hunger by half					
Achieve full and productive employment and decent work for all					
Goal 2: Achieve Universal Primary Education	`				
Universal primary schooling					
Goal 3: Promote Gender Equality and Women's Empowerment					
Eliminate gender disparity in all levels of education					
Goal 4: Reduce Child Mortality					
Reduce mortality of under-5-year-olds by two- thirds					
Goal 5: Improve Maternal Health					
Reduce maternal mortality by three-quarters					
Universal access to reproductive health					
Goal 6: Combat HIV/AIDS, malaria and other diseases					
Halt and reverse the spread of HIV/AIDS					
Achieve universal access to HIV/AIDS treatment for those in need					
Halt and reverse the spread of malaria					
Halt and reverse the spread of TB					

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161 Source: Country Analysis Report: Analysis for the selection of priorities for the next UNDAF (2012 – 2015) (page 38)

Goal 7: Ensure Environmental Sustainability[159]					
Reverse loss of environmental resources					
Reduce rate of biodiversity loss					
Halve proportion without improved drinking water in rural areas					
Halve proportion without improved drinking water in urban areas					
Halve proportion without sanitation in rural areas					
Halve proportion without sanitation in urban areas					

*Seriously off track: Country is highly unlikely to meet the target because no progress was made or it is regressing

**Off track: Country is unlikely to meet the target because it is progressing at a too-slow pace

***On track: Country is likely to meet thetarget.

10.3.2 MDG achievement: a summary overview[162]

The poverty target of MDG 1.1 is largely on track, but tailored interventions are needed for the poorest groups. At the national level, Lao PDR has seen a steady reduction in the poverty rate, the poverty gap and poverty se- verity over time. The overall assessment is that Lao PDR is well on track to achieving the poverty target, or has already achieved this target. On the other hand, the poor in geographically disadvantaged areas are poorer than the poor elsewhere and the severity of poverty has in- creased amongst the poorest. Inequality has increased in practically all population groups, largely due to the consumption attributed to the richest quintile. More equitable and inclusive growth needs to be promoted by reallocating revenues from the resource sector to broader economic and social development.

The employment sector (MDG1.3) has high levels of vulnerable employment. The high growth rates of GDP per person employed will translate into benefits for the working population only if the economic growth can create a sufficient number of decent employment opportunities with fair and equitable remuneration. Overall, rural employment development strategies need to target the working poor and address the issue of vulnerable employment. Strategies to need to start with the agriculture sector because of its predominance in employment.

The nutrition target (MDG 1.2) is off track: stunting in children re- mains one of the biggest challenges. An estimated 44 per cent of children under five years of age are stunted with potentially serious consequences for the quality of the country's human resource capital. The rate of de- cline in undernutrition is too slow, at less than 1 percentage point per year, to meet national or international MDG targets. The interventions to reduce undernutrition amongst young children are complex, must reinforce each other, and must be multi-sectoral in nature. Strategic epidemiologic targeting is needed, particularly to improve maternal nutrition and ensure proper care and feeding practices for children under two years of age.

Lao PDR has made steady progress towards MDG 2 universal primary education coverage, but low survival rates pose a risk to MDG achievement. Lao PDR will need to address the high dropout rates, low secondary enrolment rates, the stagnation in literacy rates and the quality of education.

MDG 3 Gender parity has steadily improved in all three levels of education in Lao PDR. However, it is not doing so well in employment. The country is well on track to achieve parity between boys and girls in primary education. Progress is also seen at higher levels of education, al- though there is a significant gender gap in literacy that is generally associated with poverty. In employment, sec- tors characterized by vulnerable employment have the greatest proportion of women, either self-employed or engaged in unpaid work for the family. The vulnerabilityof women workers is due to poor education, and limited access to resources. The most prevalent form of gen- der discrimination in labour markets is the wage gap between male and female workers. At the decision-ma- king level, Lao PDR has amongst the highest proportions of women in national parliaments in the region. However, the proportion of women in other decision-making institutions is still low, at 5 per cent.

Lao PDR has achieved the national MDG target for MDG 4 Under-five mortality rate of 80 per thousand live births but still has one of the highest under-five mortality rates in the region. To achieve targets for under-five mortality that are more ambitious, Lao PDR will need to continue its current reduction rate of more than 4 percentage points a year. This will require tackling significant challenges, in particular reaching the poorer segments of the population and people living in remote areas, increasing investments in the health sector and scaling up high-impact child survival interventions nationwide, which could reduce two-thirds of child deaths.

MDG 5 on maternal health is not on track. Lao PDR still has one of the highest maternal mortality ratios in the region, despite the positive trend of maternal and reproductive health service

162 Source: MDGR The Millennium Development Goals Progress Report for the Lao PDR 2013, Chapter 10. (p.180 – 182)

indicators. The issues are the still-low levels of achievements for each indicator and the poor quality of health services. Interventions required are those that can achieve high population coverage, improve the quality of services, promote facility-based delivery and prevent high risk and unwanted pregnancies. In this regard, family planning alone could cut maternal deaths by almost a third. Family planning is, therefore, one of the most cost-effective interventions to help reduce maternal mortality.

The current prevalence of MDG 6 for HIV is low but there is little reason for complacency, as the incidence is on the rise. The inequities seen in other MDG areas extend to knowledge about HIV and AIDS as well. Men are better informed on HIV/AIDS than are women and knowledge levels have not increased significantly over the past decade. Condom use rates are high in commercial sex, but lower in casual sex. Stigma and discrimination make it much hard to control the epidemic. Antiretroviral therapy coverage has increased but still needs to improve. The problem appears to be inadequate reporting and identification, and insufficient demand. To reach the national targets by 2015 on HIV and AIDS, Lao PDR will need to promote strategic partnerships with key affected populations and decision makers; address mother to child transmission; secure access to treatment for all and increase the domestic financial contribution.

Recent years have seen steep declines in MDG.6 on malaria mortality and incidence, but outbreaks in the south threaten this progress. Since December 2011, mala- ria outbreaks in the five southern provinces have been associated with changes in land use and the influx of migrant workers. Further investments in health will required to tackle the new challenges brought by rapid development. Overall, effective malaria prevention and treatment strategies have led to the widespread use of bed nets amongst adults and children, and high rates of successful treatment among children.

The incidence, prevalence and mortality rates of MDG 6 for tuberculosis in Lao PDR show a steady decline. However, there are still challenges. The TB prevalence has been found to be nearly two times higher than previously estimated and is extremely high amongst the elderly population. Many TB cases remain undiagnosed and untreated. Ensuring universal access to quality TB control services and supplies, and implementing drug resistance surveillance are urgent priorities.

Regarding MDG 7, the country is not on track to achieving the targets for increased forest cover, but has made a good start in terms of institutions and processes. The main drivers of forest degradation are unsustainable and illegal wood harvesting, poorly regulated timber harvesting by rural households and shifting cultivation, whilst those of deforestation are agricultural expansion, hydropower, mining, and infrastructure projects and urban expansion. Several animal species are threatened with extinction, despite the presence of expanded Protected Areas. The national process of inventorying and reporting on greenhouse gases showed that by 2000, Lao PDR had become a net emitter of CO2 from being a net sequester of CO2 in 1990. However, the country has progressed In terms of strengthening governance processes and institutions to limit the loss of forests. The role of communities is being expanded to all types of forests and sustainable forest management plans are being promoted. The Forest Resource Development Fund holds much promise. For the long-term financial sustainability of this Fund, it will be crucial to operationalize benefit sharing from production forests and enhance revenue stream collection from private sector investment in fo- rest resources and infrastructure projects.

MDG 7.4 – 7.6 Water and sanitation coverage is generally on the rise but more attention is needed to the expected outcomes in public health. Lao PDR has steadily increased house- hold access to safe drinking water, but will need to accelerate progress to achieve its 2015 target. The cove- rage by improved sanitation has increased three-fold from that in the 1990s. However, even if Lao PDR achieves the MDG sanitation target of 60%, this achievement is still unsatisfactory from a public health point of view, because of the large proportion of people practicing open defecation. Achieving only 60% coverage by safe sanitation will not substantially reduce this risk.

MDG 8 is a very broad goal; in general Lao PDR continues to show progress. The country is undertaking trade mainstreaming and integration, having become the WTO's 158th member on 2nd

February 2013 and actively setting the pace of ASEAN integration. There are still many constraints to further developing an open, rule-based and predictable trading and financial sys- tem: for example, border costs for import to and exportfrom Lao PDR are still high. Net ODA and official aid to Lao PDR have increased in amount and in per capita terms over the past two decades, but have declined in terms of the proportion of GDP, owing to Lao PDR's strong GDP growth. Much more support needs to be provided to strengthen government systems for monitoring and reporting ODA, so that development partners become more confident about direct budget support. Strengthening the Government's ability to improve the link between national planning and budgeting pro- cesses will require a higher degree of aid predictability.Lao PDR continues to show rapid progress in improving access to mass media and information and communication technologies. The country's rapid economic growth and increasing openness have made these technologies widely available, even amongst the poor.

On MDG 9 Unexploded Ordnance (UXO), effective risk education and the clearance of high-risk areas have led to a significant reduction in casualties in recent years. However, the most daunting challenge remains the magnitude of the UXO problem in the Lao PDR. In the past 40 years less than 2% of conta- minated areas have been cleared. The Government of Lao PDR has set a clearance target of 20,000 hectares a year. This target, however, is still far from being met. Overall, meeting the national UXO targets will require a significant scaling up of resources and capacities.

10.3.3 Towards LDC graduation[163]

In order to be eligible for graduation a country must cease to meet not just one, but two out of the three criteria, except in cases where GNI per capita is at least twice the graduation threshold levels. The eligibility for inclusion as an LDC is determined only once, whereas the eligibility for graduation from the LDC category has to be observed over two consecutive triennial reviews. In addition to the GNI per capita, the two other criteria, as mentioned in Chapter 1, are the EVI[164] and the HAI[165].

EVI attempts to capture the relative risk posed to a country's development by exogenous shocks. The EVI is a composite index composed of eight indicators weighted according to guidelines set by the UN. For Lao PDR, the indicator on the share of population living in low-elevated coastal zones is irrelevant, leaving seven EVI indicators as follows: the share of population living in low-elevated coastal zones, the instability of exports, the share of the population that has been victim of natural disasters, the instability of agricultural production, the population size, remoteness (that is, the trade-weighted minimum distance for a country to reach a significant fraction of the world market), the merchandise export concentration, and the share of agriculture, forestry and fisheries in GDP.

The HAI is a composite index comprising four equally weighted indicators: adult literacy rate, under-five mortality rate, secondary education gross enrolment ratio and the percentage of population that is malnourished.

Achieving the MDGs paves a critical path to graduation.

2015 will be a critical year for determining LDC graduation by 2020. This is because of the six-year graduation process. The UN-CDP considers each LDC in its triennial review. All LDCs that meet the graduation criteria are informed after the first review - and those countries that are confirmed eligible for the second consecutive time are then recommended for graduation. Thus the process takes six years from the time a country becomes eligible. In practical terms, Lao PDR will need to be considered "pre-eligible" at the triennial review in 2015, in order to be "fully eligible" at the triennial review in 2018. Only then will it be able to graduate from LDC ranks by 2020.

It is extremely difficult to make predictions about LDC graduation because EVI and HAI are relative to those for other countries. Only one criterion – the GNI per capita – is an absolute measure. The

[163] Source: MDGR The Millennium Development Goals Progress Report for the Lao PDR 2013, Chapter 10.2. (p.181)
[164] Economic Vulnerability Index (EVI)
[165] Human Assets Index (HAI)

score and ranking of Lao PDR on EVI and HAI depend not only on its own progress, but also on the progress made by all other countries. The UNCDP takes the information on all developing countries into account and then determines the score and ranking of countries based on a reference group of selected countries and LDCs. This is an important principle of LDC graduation, meaning that Lao PDR's progress in HAI and EVI will be compared with those of other countries.

10.3.4 The way forward, 2013–2020[166]

Each chapter in this MDG Progress Report has highlighted the actions required and the opportunities and constraints to achieving progress towards the MDG target.

The need for sustainable financing is one issue that cuts across several sectors. The Government recognizes this and is increasing its expenditure in the social sectors, as seen in the chapters on MDG 2 and MDG 4. Lao PDR's strong economic growth provides an opportunity to further increase budget allocations to these sectors. How effectively the increased resources are used will be equally important.

Efforts will need to focus on reaching the most vulnerable groups amongst the poorer segments of population and in the remote rural areas. Coordination mechanisms need to ensure that the efforts of all development partners are complementary and synergistic. This applies across all sectors and all goals, but especially to complex and seemingly intractable problems such as high maternal mortality and high malnutrition.

Broadly speaking, the current situation of the MDGs is already shaping the agenda for the post-2015 period. Actions will need to continue on what may be termed the "unfinished business" of the MDGs, which will be part of the post-2015 agenda under one form or another. The first section of this chapter summarizes Lao PDR's progress in each goal area. In addition, various chapters of this Progress Report have reviewed the emerging issues and challenges linked to rapid economic development. Many of these are cross-cutting issues, such as the trafficking of women and children, the special vulnerability of migrant workers, and the degradation of the environment. All of these – the unfinished business of the MDGs and the Millennium Declaration – will form a large part of the "What" in the post-2015 period agenda.

More attention will need to be paid to the "how" in the coming period: how to reach the most vulnerable groups, how to address the inequities, and how to achieve the sustained well-being of vulnerable groups. Only then will the full promise of the Millennium Declaration be realized.

[166] Source: The Millennium Development Goals Progress Report for the Lao PDR 2013, Chapter 10.3. (p.181)

10.4 Proposed Sustainable Development Goals (SDGs)[167]

All the SDGs can be downloaded here. Their main headings are given below.

Goal 1. End poverty in all its forms everywhere

Goal 2. End hunger, achieve food security and improved nutrition, and promote sustainable agriculture

Goal 3. Ensure healthy lives and promote well-being for all at all ages

Goal 4. Ensure inclusive and equitable quality education and promote life-long learning opportunities for all

Goal 5. Achieve gender equality and empower all women and girls

Goal 6. Ensure availability and sustainable management of water and sanitation for all

Goal 7. Ensure access to affordable, reliable, sustainable, and modern energy for all

Goal 8. Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all

Goal 9. Build resilient infrastructure, promote inclusive and sustainable industrialization and foster innovation

Goal 10. Reduce inequality within and among countries

Goal 11. Make cities and human settlements inclusive, safe, resilient and sustainable

Goal 12. Ensure sustainable consumption and production patterns

Goal 13. Take urgent action to combat climate change and its impacts*

*Acknowledging that the UNFCCC is the primary international, intergovernmental forum for negotiating the global response to climate change.

Goal 14. Conserve and sustainably use the oceans, seas and marine resources for sustainable development

Goal 15. Protect, restore and promote sustainable use of terrestrial ecosystems, sustainably manage forests, combat desertification, and halt and reverse land degradation and halt biodiversity loss

Goal 16. Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels

Goal 17. Strengthen the means of implementation and revitalize the global partnership for sustainable development Sat 19 July 1:20 pm

[167] Source: Proposal of the Open Working Group (OWG) fFor Sustainable Development Goals (19 July 2014)

10.5 Eventual contents of UNPF documentation (draft)

Suggested work programme

Formulation of Lao PDR UN Partnership Framework (UNPF) (2017 – 2020/21)

Table of Contents

1. Background

The UNDAF evaluation highlighted the need to strengthen design, implementation, management and monitoring requirements for the next UNPF. The following suggestions are made to assist in designing the necessary tools to enable the above stages to take place, to ensure that UN system is closely aligned to 8th NSEDP priorities, and to ensure that evidence of results is generated through systematic monitoring.

2. Proposal

In line with the new Standard Operating Procedures (SOP) for countries engaged in Delivering-as-One, but to ensure that tools are available which enable the UNPF process and results are "fit for purpose" the UNDAF Evaluation recommended that a number of documents could be considered, as follows:

2.1 UNPF Strategic Document

In the spirit of promoting a strengthening of UN aid effectiveness in Lao PDR, as recommended by the Vientiane Declaration on Aid Effectiveness (2006)[168], and follow-up to the forthcoming Round Table Meeting (November 2015), a UNPF Strategic Document should present the proposed UN system support to the attainment of national Outcomes and Outputs, and their corresponding indicators, as given in the 8th NSEDP. This would focus on the Outcome and sub-outcome levels, and more specifically on the substantive or thematic or sector/sub-sectoral areas of cooperation which the UN system may support.

The UNPF should thus:

1) Support the attainment of the 8th NSEDP priorities of:

Goal: Reduced poverty, graduation from Least Developed Country Status with sustained and inclusive growth through promotion of national potential and comparative advantages, effective management and utilization of natural resources and strong international integration, and its three main Outcomes:

OUTCOME 1: Sustained inclusive economic growth with economic vulnerability (EVI) reduced to level required for LDC graduation and consolidated financial, legal and human resources to support growth.

OUTCOME 2: Human development enhanced to LDC graduation criteria level and achievement of off-track MDGs through the provision and use of services which are balanced geographically and distributed between social groups

OUTCOME 3: Reduced effects of natural shocks as required for LDC graduation and sustainable management of natural resource exploitation

And **Cross-Cutting (CC) themes** of

1) Human rights[169]:
2) Gender equality, and services to juveniles and youth;
3) Enhanced effectiveness of public governance and administration

2. Correspond (as far as possible) to the terminology and Outcomes and Outputs of the 8th NSEDP[170]

[168] Government of Lao PDR (2006) Vientiane Declaration on Aid Effectiveness

[169] NB A cross-cutting theme of Human Rights is proposed instead of the 8th NSEDP CC.1 Local innovation and utilization science, technology and telecommunications.

[170] With flexibility for grouping according to UN priorities.

3. Support selected substantive thematic area in the context of the 8th NSEDP Outcomes and Outputs;

4. Support components of national programmes or strategies relating to these thematic areas

5. Support the achievement of the 8th NSEDP Outcome and Output Indicators as given in the NSEDP Annex 1 Logical Framework

6. Include an M & E system which is integrated into that of the 8th NSEDP, and provides information for the monitoring of the NSEDP as well as on implementation of UN system support.

The format of the UNPF could correspond to that suggested in Annex 10.5 of the UNDAF Evaluation (see Annex 1 below):

2.2 UNPF Implementation Document

A complementary document to the UNPF Strategic Document may be desirable in the form of a "UNPF Implementation Document" so as to provide more detail on proposed UN support in each Outcome area.

However, in order to reduce the amount of UNPF documentation, it may be more appropriate to prepare only outcome-based "Outcome Support Documents" (OSDs) (to complement the Joint Work Plan (JWP)) as the main operational framework for UN support, which may render the "Implementation Document" superfluous.

A suggested format for OSDs is given in Annex 1.3 below, for which an annual/biennial rolling JWP and "M&E Matrix (MEM) is given in 1.4 below and Annex 1.4.

2.3 Outcome Support Documents (OSDs)

Under current Guidelines, the UNDAF document or Action Plan contain narrative text and a Results Matrix, which is then meant to be implemented through an Annual Work Plan (AWP). Experience has shown that UNDAF AWPs are rarely prepared in many countries (including in Lao PDR), with the result that UNDAF implementation lacks a guiding document at the Outcome level (as opposed to the output or project level) except for brief text and the UNDAF Result Matrix.

It is proposed to fill this gap through the preparation of Outcome-specific "guiding" documents which could help Outcome Groups to formulate joint programming initiatives, as well as coordinate and monitor UN support in their respective Outcome area. An "Outcome Support Document" (OSD) (or whatever name and acronym are considered most appropriate) is suggested as a common conceptual, coordination and monitoring tool, for which a tentative format is suggested in Annex 1.3 below.

2.4 Joint Work Plan (JWP) and M&E Matrix (MEM)

The OSD would be complemented by the "Joint Work Plan (JWP) and M&E Matrix (MEM) (see Annex 1.4 below) – a combined document to encourage systematic reporting, and the use of numerical rating system, to facilitate analysis. These would require all participating agencies to use this common JWP/MEM for their inputs, complemented as necessary by project-specific work plans.

2.5 Financial monitoring

OSDs would also include financial projections on proposed projects, resource earmarkings, availability, mobilisation needs and sources of funds, using a common format linked to an overall UNPF Financial Monitoring Matrix (FMM) maintained by the RCO (See Annex 1.5 below) for eventual template.

This FMM template would be maintained on a continuous basis by the OG, with the support of a member responsible for resources monitoring, who could possibly be an agency Programme

Management Unit Finance office, attached to an OG, in the same way as proposed for M&E WG members.

3. Management implications

While the above may suggest that extra work is involved, the above tools are designed to reduce it through more efficient procedures and management, and make the necessary oversight and monitoring tasks of Outcome Groups more feasible.

In addition, it is planned that the production of similar and comparable documentation at the OSD and JWP/MEM levels can help the OGs fulfil their monitoring and analytical responsibilities, as well as reporting to the UNPF Management Board and Steering Committee.

4. Proposal for UNPF formulation process

The following time-frame is suggested for the UNPF formulation process, and corresponding agency CP/Country Strategy documents:

- September 2015 Preparation/completion of Country Analysis (subject to confirmation by RCO)
- October 2015 Review by OGs of Country Analysis recommendations and 8th NSEDP Outcomes, Outputs, Indicators, and monitoring arrangements.
- Drafting process

  1) Consultations with UNCT and Government on UNPF prioritization

  2) Strategic Prioritization Retreat (SPR), if it has not taken place already (?)

  3) Consultations and group work with OGS on Preparation of draft UNPF "Strategic Document"

  4) Consultations with OGs on potential work on OSDs for priority thematic areas.
- 11 December Submission of 1st Draft UNPF Strategic Document
- January 2016 – March 2016 Preparation by OGs of OSDs or all sub-outcomes/thematic areas
- January 2016 Submission of draft UNPF Strategic Document to Regional Directors Group (RDG), Bangkok
- April 2016 Finalisation of UNPF Strategic Document
- June?/September? 2016 Submission of EXCOM CPs to Executive Boards (UNDP, UNFPA, UNICEF, WFP?)
- January – April 2016 Preparation of Agency Country Programmes documents covering period 2017 – 2020 (or 21?)

ANNEXES

Annex 1 Potential formats for eventual UNPF documentation

Annex 1.1. Potential format for UN Partnership Framework (UNPF) – Strategic Document[171]

Foreward, signed by RC and Deputy Prime Minister, MFA

UN system signatures

Executive Summary

1. Introduction

- 1.1 Purpose of UNPF
- 1.2 Summary of contents of document
- 1.3 Preparation process
- 1.4 Partnerships

2. Results of UNDAF and lessons learned, 2012 – 2016

3. Country Analysis (2015), including status of MDGs - Conclusions and Recommendations

4. Policy Frameworks

- 4.1 8th NSEDP
- 4.2 Sectoral strategies and National programmes
- 4.3 Sustainable Development Goals (SDG)
- 4.4 UN agency norms and corporate objective

5. UNPF - Potential thematic areas[172] and theory(ies) of change[173]

- **5.1 Sustainable economic growth** (8th NSEDP Outcome 1)
- **5.2 Improved living standards through poverty reduction** (8th NSEDP Outcome 2)
- **5.3 Reduced effects of natural shocks** (8th NSEDP Outcome 3)

6. Resource needs – Core and non-core

7. Management and accountability arrangements

8. Monitoring and evaluation

Annexes

1. Results Matrix
2. Resource mobilisation projections and needs
3. Summaries of UN agency support[174]

[171] Ref. 10.5 Eventual contents of UNPF documentation (draft)
[172] Prioritization and thematic titles for Outcomes and Sub-Outcomes to be determined.
[173] See Annex 10.5 for some ideas on Theories of Change.
[174] Agency CPs would bring together individual UN agency support to each UNPF Outcome/sub-outcome/thematic area.

Annex1. 2 Potential format for UNPF Implementation Document (s)

A complementary document to the UNPF Strategic Document may be desirable in the form of a "UNPF Implementation Document" so as to provide more detail on proposed UN support in each Outcome area.

To reduce the amount of UNPF document, it may however be more appropriate to prepare only outcome-based "Outcome Support Documents" (OSDs) (see Annex 1.3 below) as the main operational framework for UN support, which may render the "Implementation Document" superfluous. A suggested format for OSDs is given in III below, for which an annual/biennial rolling "Joint Work Plan" (JWP) and "M&E Matrix (MEM) is given in IV below.

Suggested format for "UNPF Implementation Document"

1. Introduction

1.1 Links to UNPF Strategic Document

2. Relevant UNPF Areas of Cooperation

2.1 Sustainable economic growth (8th NSEDP Outcome 1) – Economic aspects

2.2 Improved living standards through poverty reduction (8th NSEDP Outcome 2) – Social services aspects

2.3 Reduced effects of natural shocks (8th NSEDP Outcome 3) – Environment aspects.

2.4 Cross-cutting themes – (NSEDP CC) - Governance, human rights, gender, etc.

3. Theory of Change for UNPF design/implementation, as well as for Areas of Cooperation

5. Management and accountability arrangements

5.1 Outcome/Results Group

5.2 UNDAF Management Board

6. Monitoring and evaluation

6.1 Indicators to be achieved, relating to:

6.1.1 Design – relevance and alignment to national priorities, and consistency with theory of change;

6.1.2 Implementation – achievement of planned outputs/ results, and the role of partners

6.1.3 Sustainability – measures established to ensure longer term continuity[175]sustainability after end of UN support.

6.1.4 Impact- contribution of UN support results to Outcome indicators

6.1.5 Resource availability - mobilisation and delivery

6.1.6 Management and accountability - efficiency of mechanisms (e.g. Outcome/Results Groups, UNCT/UNDAF Management Board, leadership, human resource availability)

NB an "Outcome Scorecard"[176] should be used to assess UN system results and impact, using common indicators and criteria for each Outcome and Sub-Outcome

[175] These could relate to the development of legislative frameworks, planning and programming frameworks, skills development through human resources capacity development and training; budgetary provision measures; administrative procedures, infrastructure development, logistical capacity strengthening, etc.

[176] Along the lines of a "Gender Scorecard", using agreed M & E criteria and indicators.

ANNEXES

Annex 1 Results Matrix (identifying Outcomes, Outputs, Indicators, Means of Verification, UN partners, proposed UN support project(s), national partners, with column for M & E results, observations and traffic light system.

Annex 2 Financial Resources Matrix (Excel format) (indicating UN agency, other Development Partners, Resources (core, non-core resources available and to be mobilised)

Annex 3 Joint Work Plan (JWP) template, with planned outputs and activities, to be up-dated on an annual basis.

Annex 1.3 Eventual format for "Outcome Support Documents" (OSD)

Based on format for UNPF Strategic Document.

Executive Summary

1. Introduction

1.5 Purpose of OSD

1.6 Summary of contents of document

1.7 Preparation process

1.8 Partnerships

2. Results of UNDAF and lessons learned, 2012 – 2016 in area covered by Outcome area.

3. Country Analysis (2015), including status of MDGs - Conclusions and Recommendations in relation to Outcome area

4. Relevant policy Frameworks

4.1 8th NSEDP

4.2 Sectoral strategies and National programmes

4.3 Sustainable Development Goals (SDG)

4.4 UNPF

4.5 UN agency norms and corporate objective

5. UNPF - Potential thematic areas[177] and theory(ies) of change[178]

5.1 Sustainable economic growth (8th NSEDP Outcome 1)

5.2 Improved living standards through poverty reduction (8th NSEDP Outcome 2)

5.3 Reduced effects of natural shocks and natural resources management (8th NSEDP Outcome 3)

5.4 Cross-Cutting areas

6. Resource mobilisation (Core and non-Core) – Available and to be mobilised

7. Management and accountability arrangements

8. Monitoring and evaluation

Annexes

1. Results Matrix
2. Resource mobilisation projections and needs
3. Summaries of UN agency support, by agency

[177] Prioritization and thematic titles for Outcomes and Sub-Outcomes to be determined.
[178] See Annex 10.5 for some ideas on Theories of Change.

Annex 1.4 Potential template for Joint Work Plan (JWP) and Monitoring and Evaluation Matrix (MEM)

The JWP would be linked to the MEM so as to ensure that monitoring is carried out on a continuous basis. This Matrix would provide a basis or Annual Outcome Reports, and reporting to the proposed UNPF Management Board.

Lao PDR UNPF - Tentative Joint Work Plan (JWP) and M&E Matrix (MEM)[179] format

Outcome number and short title:

Date of preparation/revision:

Outcome Group:

OG Task Manager

	Outcomes and Outputs	NSEDP Indicator (s)	Lao PDR Partner	UN Agency(ies)	Project(s)	Time frame						M & E ratings				Results achieved[180]
						Jan-16	Apr-16	Jul-16	Oct-16	Jan-17	Apr-17	Achieved	On Track	Not Achieved	Data not available	
	Outcome 1															
1		1)														
		2)														
		3)														
	Outputs	**UNPF Indicator**														
	Sub-outcome or Thematic area															
	Output 1															
1	Activity															
1.1																
1.2																
	Output 2															
2	Activity															
2.1																
2.2																
	M & E Ratings totals															

[179] The JWP/MEM should use Excel format to facilitate addition of M & E ratings.

[180] For reasons of space, results achieved should be described separately in narrative form.

Annex 1.5 OSD Financial Monitoring Matrix (FMM) template for resource mobilisation and delivery[181][182]

	UNDAF Outcome and output area	NSEDP Outcome/Output number	National Ministry	UN Agencies	Project title	Funding source	UNPF Planned resources ($'000) (2017 – 2020/1)				Financial monitoring UNPF resource delivery ($'000)[183]			
							Total	Core/Regular	Non-core/extra-mobilized/committed	Non-core to be mobilised	Total	Core/Regular	Non-core/extra-mobilized/committed	Non-core to be mobilised
1	EQUITABLE AND SUSTAINABLE ECONOMIC GROWTH													
1.1	Sub-outcome or thematic area 1													
1.1.1	Project 1													
	Sub-total 1.1.1													
1.1.2	Project 2													
	Sub-total 1.1.2													
	Sub-total 1.1													
1.2	Sub-outcome or thematic area 2													
1.2.1	Project 3													
	Sub-total 1.2.1													

[181] The OSD FMM should use Excel format, and be maintained by OGs, on the basis of information provided by agencies.
[182] The RCO should maintain a "master" synthesis of all OSD FMMs in order to map all UNPF resources and provide annual FMM analyses and reports.
[183] Commitment/delivery figures to be added on annual basis, and cumulatively, for entry in UNPF Financial Monitoring Matrix (FMM)

1.2.2	Project 4			UNEP										
	Sub-total 1.2.2													
	Sub-total 1..2													*0*
	Total Outcome 1													*0*

Annex 2 Matrix for alignment of UNDAF/UNPF and 8the NSEDP

Annex 2.1 Matrix of eventual UNPF and UNDAF areas of cooperation with 8th NSEDP and SDGs (Draft 9-9-15)[184](Relevance aspects)

	NSEDP Goal, Outcomes, Outputs and Section Headings, and SDGs	Sustainable Development Goals (SDGs)	Eventual UNPF Areas of Cooperation (Outcome/sub-outcomes)[185]	UNDAF Outcomes and Outputs	UN Agencies	National partner agencies
Goal	Reduced poverty, graduation from Least Developed Country Status with sustained and inclusive growth through promotion of national potential and comparative advantages, effective management and utilization of natural resources and strong international integration					
1	Sustained inclusive economic growth with economic vulnerability (EVI) reduced to level required for LDC graduation and consolidated financial, legal and human resources to support growth.		1. Sustainable economic growth			
1.1	Sustained and Inclusive Economic Growth	Goal 8. Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all	1.1 Economic development	1.2 Sustainable tourism, clean production and clean production and export capacity	UNDP, ILO, UNIDO, FAO	MPI, MoL
		Goal 12. Ensure sustainable consumption and production patterns				
1.1.8	Industry, primary, energy	Goal 7. Ensure access to affordable, reliable, sustainable, and modern energy for all	1.2 Industrial development and services	2.12 Industrial relations and social dialogue legislation; 1.15 Standards, metrology, testing and quality; 7.7 Sustainable tourism industry and development of handicraft and silk industries.	UNIDO, ILO, ITC, UNCTAD, UNIDO	MoIC, MoST
1.2	Macro-economic Stability		1.3 Economic planning and management		WB, IMF, UNDP	MPI
1.3	Integrated Development Planning and Budgeting		1.3 Economic planning and management	1.3 Devt, implementation, monitoring, and evaluation of plans 1.4 Planning and monitoring of Foreign Direct Investment 1.7 National Drug Control Master Plan implementation; 1.9 Labour market information systems and policies 1.13 Management of development results – Vientiane Declaration; 1.14 Aid and development effectiveness 2.1.People;s Participation in planning and monitoring	UNDP, UNFPA, All agencies, UNODC	MPI

[184] UNDAF Outcome or Thematic areas of cooperation, with sub-outcomes to be determined during UNPF formulation process.

[185] Placemen in relation to 8th NSEDP Outcomes and Outputs to be determined during UNPF preparation process.

	NSEDP Goal, Outcomes, Outputs and Section Headings, and SDGs	Sustainable Development Goals (SDGs)	Eventual UNPF Areas of Cooperation (Outcome and sub-outcomes)	UNDAF Outcomes and Outputs	UN Agencies	National partner agencies
1.4	Balanced Regional and Local Development		1.4 Regional and local development	7.9 Participatory territorial development planning (also 3.1)	FAO	MPI, MoHA
1.4.3	Urban development	Goal 11. Make cities and human settlements inclusive, safe, resilient and sustainable	1.4 Regional and local development	1.11 Urbanization management of local authorities	UN Habitat	
1.5	Improved Public /Private Labor Force Capacity				ILO	MOLSW
1.6	Local Entrepreneurs are Competitive in Domestic and Global Markets		1.2 Industrial development and services		UNIDO, ILO	ILO, UNIDO
1.7	Regional and International Cooperation and Integration	Goal 17. Strengthen the means of implementation and revitalize the global partnership for sustainable development	1.3 Economic planning and management		UNDP	ASEAN

	NSEDP Goal, Outcomes, Outputs and Section Headings, and SDGs	Sustainable Development Goals (SDGs)	Eventual UNPF Areas of Cooperation (Outcome and sub-outcomes)	UNDAF Outcomes and Outputs	UN Agencies	National partner agencies
2	Human development enhanced to LDC graduation criteria level and achievement of off-track MDGs through the provision and use of services which are balanced geographically and distributed between social groups		2. Strengthening of services for human resources development			
2.1	Improved Living Standards through Poverty Reduction	Goal 1. End poverty in all its forms everywhere	1.1 Economic development		UNDP	MPI,
2.1.2	Villages and towns	Goal 10. Reduce inequality within and among countries	1.4 Regional and local development		UNDP	
2.1.3	Improved living standards, public safety	Goal 11. Make cities and human settlements inclusive, safe, resilient and sustainable	1.4 Regional and local development		UN Habitat	MPWT
		Goal 11. Make cities and human settlements inclusive, safe, resilient and sustainable	1.5 UXO clearance and victim assistance	9.1 Management of UXO clearance and risk reduction; 9.2 NRA UXO coordination and regulation; 9.3 Implementation of Convention on Cluster Munitions (CCM); 9.4 Integrated community development in UXO-contaminated Bulapha pilot district	UNDP	NRA
2.2	Food Security Ensured and Incidence of Malnutrition Reduced	Goal 2. End hunger, achieve food security and improved nutrition, and promote sustainable agriculture		5.1 Management of malnutrition (under 5s; 5.2 Food security and nutrition knowledge and practices; 5.3 Integrated food security and nutrition programmes 1.6 Ex-poppy cultivating communities – productivity and infrastructure improvement; 1.8 Access tlo market and sustainable integrated farming systems	FAO, WFP, IFAD	MAF

2.3	Access to High Quality Education	Goal 4. Ensure inclusive and equitable quality education and promote life-long learning opportunities for all	2.1 Education	3.1 Education sector – coordination, planning, implementation and monitoring; 3.2 Pre-school education; 3.3 Primary and secondary education; 3.4 Curriculum development for disadvantaged children (all levels); 3.5 Skills testing and upgrading	UNICEF, UNESCO, WFP, ILO	MoES MOLSW
	NSEDP Goal, Outcomes, Outputs and Section Headings, and SDGs	Sustainable Development Goals (SDGs)	Eventual UNPF Areas of Cooperation (Outcome and sub-outcomes)	UNDAF Outcomes and Outputs	UN Agencies	National partner agencies
2.4	Access to High Quality Health Care and Preventative Medicine	Goal 3. Ensure healthy lives and promote well-being for all at all ages	2.2 Health	4.1 Health systems management; 4.2 Health policies and programmes; 4.3 Non-communicable diseases; 4.4 Sexual and reproductive health; 4.5 Maternal, neo-natal and child health; 4.6 Sexual and reproductive health for young and at risk populations; 4.7 Health and sanitation; 4.8International Health Regulations capacity development; 4.9 Drug prevention, treatment, rehabilitation and reintegration; 6.1 HIV/STI Prevention, information and services; 6.2 Access to HIV treatment, care and support; 6.3 HIV planning and policies;	WHO, UNFPA, UNICEF, UNAIDS	MoH, NCCA, MPWT
		Goal 6. Ensure availability and sustainable management of water and sanitation for all	2.2 Health (re water and sanitation)	8.7 Solid waste management and water waste treatment pilots	UNICEF,UN Habitat, WHO	MOH

2.5	Enhanced Social Welfare			4.10 Social welfare system; 2.3 Labour migration policy and mechanisms	ILO	MOLSW
2.6	Protection of Traditions and Culture			1.12 Culture and creative sector livelihoods	UNESCO	MIC
2.7	Political Stability, Order, Justice	Goal 16. Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels	2.3 Governance	2.1 National Assembly; 2.4 Legal Sector Master Plan; 2.6 Prevention and combatting of human trafficking; 2.7 Application of criminal and civil law; 2.10 Updating of law on drugs and crime	UNDP, UNODC	National Assembly, MOJ, MoHA
	NSEDP Goal, Outcomes, Outputs and Section Headings, and SDGs	Sustainable Development Goals (SDGs)	Eventual UNPF Areas of Cooperation (Outcome and sub-outcomes)	UNDAF Outcomes and Outputs	UN Agencies	National partner agencies
3	Reduced effects of natural shocks as required for LDC graduation and sustainable management of natural resource exploitation		3. Natural resources management and environmental conservation			
3.1	Environmental Protection and Sustainable Natural Resources Management	Goal 6. Ensure availability and sustainable management of water and sanitation for all	3.1 Water resources and sanitation	2.11 Water and sanitation governance reform; 7.1 Urban wetlands planning and implementation 7.2 Sustainable forest management; 7.3 Community management of natural resources; 7.3 Environment management capacity development – forestry and fisheries; 7.5 Bio-safety management 7.6 Land use titling, zoning and recording policy development; 7.8 Management of Persistent Organic Pollutants (POP)	UNICEF, UN Habitat, WHO, UNEP, UN Habitat	MNRE

		Goal 13. Take urgent action to combat climate change and its impacts*			UNDP/GEF	MECC
		Goal 15. Protect, restore and promote sustainable use of terrestrial ecosystems, sustainably manage forests, combat desertification, and halt and reverse land degradation and halt biodiversity loss		7.9 Participatory territorial development planning (also (1.4)	UNDP/GEF, FAO, UNESCO	MNRE, MAF
	NSEDP Goal, Outcomes, Outputs and Section Headings, and SDGs	Sustainable Development Goals (SDGs)	Eventual UNPF Areas of Cooperation (Outcome and sub-outcomes)	UNDAF Outcomes and Outputs	UN Agencies	National partner agencies
3.2	Preparedness for Natural Disasters and Risk Mitigation		3.2 Natural disasters and risk mitigation	8.1 Natural disaster recovery and vulnerability reduction; 8.2 Water, sanitation, hygiene and shelter - Climate change adaptation/Disaster risk reduction 8.3 Climate change adaptation and mitigation 8.4 Emergency response, climate change adaptation and disaster preparation;; 8.5 Agro-forestry climate change resilience; 8.6 Disaster risk and climate change preparation – livestock, fisheries, agriculture and non-forest products (NTFPs);	UNDP, FAO, UNICEF, WHO, UNOCHA, UN-Habitat.	MNRE, NDMO
3.3	Reduced Instability of Agricultural Production (linked to 2.2)	Goal 2. End hunger, achieve food security and improved nutrition, and promote sustainable agriculture		5.3 Edible insects and indigenous food 5.4 Fisheries and aquaculture management 5.6 Integrated pest management 5.7 Small holders marketing and procurement; 8.8 Preparation for food shortages and hunger emergencies due to natural disaster;	FAO, WFP	MAF

CC	Cross-cutting issues		4.1 Governance			
CC1	Local innovation and utilization of science, technology and telecommunications					
CC2	Promote gender equality, and services to Juveniles and Youth	Goal 5. Achieve gender equality and empower all women and girls	4.1 Human rights and gender equality	2.13 Protection and promotion of women's rights; 10.1 Enhancement of gender equality and follow-up to CEDAW recommendations; 10.2 Civil society advocacy for gender-responsive policies and accountability for CEDAW commitments 10.3 Capacity development of women's groups to participate in decision-making and planning	UNFPA, UN Women, UNICEF, UNESCO, OHCHR	LWU, NCAW
CC3	Enhance effectiveness of public governance and administration		4.2 Public sector management	2. 2 Civil service – service to the poor (DDF, etc.) 2.5 Anti-corruption; 2.9 Public administration reform – accountability, transparency	UNDP	MoHA

Annex 2.2 Potential thematic areas for UN support in relation to 8th NSEDP priorities and SDGs

The table below, which differs slightly from that in Annex 2.1, identifies potential UN system support, based on the present UNDAF, but to be revised in the light of future UNPF prioritization and recommendations of the up-dated Country Analysis (2015). It is based on the premise that future UN support should be closely aligned to 8th NSEDP Goals, Outcomes, Outputs, Indicators and Sector headings, so as to facilitate monitoring and evaluation of results and impact against both national and UN goals. It should be noted that terminology used in the NSEDP, with appropriate cross-referencing, may need to be adapted to UN terminology, and vice versa.

The eventual table should be used as a template for monitoring results in the context of substantive themes and sub-themes (Outcomes and Outputs).

Table 14 Potential thematic areas for UN support in relation to 8th NSEDP Outcomes and Outputs and SDGs

	NSEDP Thematic area	Indicators	National policy framework (8th NSEDP)	National Programme framework	SDGs[186]	National partner(s)	UN partners	DPs[187]	Potential funding needs – Core ($'000)	Non-core resources
1	SUSTAINED INCLUSIVE ECONOMIC GROWTH									
1.1	Sustained and inclusive economic growth									
1.1	Increased access to micro-credit		2. Entrepreneurship		SDG 8	Bank of Lao	UNDP, UNCDF			
1.2	Increased food production and security		1.1.3 Agriculture, 1.1.4 Farming, 1.1.5 Fishery	National Food Security and Nutrition Strategy (NFSNS)	SDG 2 and 8	MAF	FAO UNDP			
1.3	Industrial development		1.1.7 Industry primary; 1.1.9 Industry secondary; 1.1.10 Industry tertiary	…	SDG 8	MIC	UNIDO, FAO, ILO			
1.4	Trade development		1.1.1 Export/import		SDG 8		UNCTAD, ITC, GATT, UNIDO			
1.2	Macro-economic stability									
1.2.1	Macroeconomic stability				SDG 8		WB, IMF			

[186] To be determined, subject to review of relevant SDG criteria
[187] To be completed, in conjunction with potential DPs.

	Thematic area	Indicators	National policy framework (8th NSEDP)	National Programme framework	SDGs	National partner(s)	UN partners	DPs	Potential funding needs – Core ($'000)	Non-core resources
1.3	Integrated development planning and budgeting									
1.3.3	Official Development Assistance (ODA)		1.3.3	1. Support to Round-Table Meetings 2. Aid coordination			UNDP,WB, others			
1.3.4	Planning and budgeting		1.3.4	1. Monitoring of 8th NSEDP 2. Statistics 3. Demographic analysis			UNDP, UNFPA, others			
1.4	Balanced regional and local development									
1.4.1	Balanced regional development		1.4.1		SDG 11					
1.4.3	Urban development		1.4.3		SDG 11					
1.5	Improve public/private labout force capacity (employment promotion)									
1.5.1	Employment promotion?				SDG 8					
1.6	Local entrepreneur – capacity development for domestic and global markets									
1.6.1	Entrepreneurship development (small and medium enterprises, SMEs?)				SDG 8		UNDP, UNCDF, ILO, UNIDO			
1.7	Regional and international cooperation and integration									
1.7.1	International cooperation (linked to 1.3.3 ODA?)		1.7.1		SDG 17					
	Thematic area	Indicators	National policy framework (8th NSEDP)	National Programme framework	SDGs	National partner(s)	UN partners	DPs	Potential funding needs – Core ($'000)	Non-core resources
2	ENHANCEMENT OF HUMAN DEVELOPMENT									

2.1	Living standards enhancement and poverty reduction									
					SDG 1, 8					
2.2	Food security and Nutrition									
2.2.1	Nutrition		2.2.1 to 2.2.4		SDG 2					
2.2.2	Food security		2.2.5		SDG 2					
2.3	Education									
2.3.1	Education policy, planning, monitoring and management				SDG 4					
2.3.2	Pre- and primary education (Basic)				SDG 4					
2.3.3	Secondary education				SDG 4					
2.3.4	Higher education				SDG 4					
2.3.5	Tertiary education (vocational and TVET)				SDG 4					
2.4	Health									
2.4.1	Health services policy, planning and monitoring and management				SDG 3					
2.4.2	Maternal , neo-natal and child health				SDG 3					
2.4.2.1	Maternal health				SDG 3					
2.4.2.2	Child health				SDG 3					
2.4.2.3	Vaccination				SDG 3					
2.4.2.4	Nutrition				SDG 3					
2.4.3	Sexual and reproductive health				SDG 3					
2.4.4	Communicable diseases – HIV/AIDS, TB				SDG 3					
2.4.4.1	HIV/AIDS				SDG 3					
	Thematic area	Indicators	8th NSEDP	National Programme framework	SDGs	National partner(s)	UN partners	DPs	Potential core funding needs ($'000)	Non-core resources

2.4.4.2	Water and sanitation				SDG 6					
2.4.5	Non-communicable diseases				SDG 3					
2.4.5.1										
2.5	Social welfare and protection									
2.5.1	Social welfare services				SDG 3					
2.5.2	Social security/protection services				SDG 3					
2.6	Protection of traditions and culture									
2.6.1	Traditions and culture									
2.6.2	Inclusive growth									
2.7	Political stability, order, justice, gender equality			Combine with CC 3?						
2.7.1	Political stability				SDG 16					
2.7.2	Justice and transparency									
2.7.3	Social peace, solidarity and order									
	Thematic area	Indicators	National policy framework (8th NSEDP)	National Programme framework	SDGs	National partner(s)	UN partners	DPs	Potential core funding needs ($'000)	Non-core resources
3	NATURAL RESOURCES AND DISASTER MANAGEMENT									
3.1	Environmental protection and sustainable natural resources management[188]									
3.1.1	Environmental policy, planning, monitoring and management				SDG 15					
3.2	Preparedness for natural disasters and risk mitigation									
3.2.1	Disaster risk management				SDG 13?					
3.2.2	Climate change mitigation and adaptation				SDG 13					

[188] Can include land, forestry, mineral and resources, water, hydropower, wetlands, air, fisheries, protected areas, biodiversity, etc.

3.3	Reduced instability of agricultural production										
3.3.1	Agricultural production[189]				SDG 2						
3.3.2	Agriculture and climate change[190]				SDG 2						

	Thematic area	Indicators	8th NSEDP	National Programme framework	SDGs	National partner(s)	UN partners	DPs	Potential core funding needs ($'000)	Non-core resources
CC	CROSS-CUTTING THEMES									
CC1	Promotion and protection of human rights[191]									
CC.1.1	Monitoring of UPR Recommendations									
	See UPR Report Recommendations									
CC.1.2	Support to implementation of UPR Recommendations (128 in 25 areas)									
	See UPR Report Recommendations									
CC 2	Promotion of gender equality and women's empowerment[192] and population groups									
CC 2.1	Policy, planning and monitoring				SDG 5					
CC 2.2	Support to CEDAW implementation				SDG 5					
CC 2.3	Combating gender-based violence (GBV)				SDG 5					
	Protection of youth									
	Children									
	Disabled									
	PLWHA									
CC.3	Enhance effectiveness of public governance and administration									
CC.3.1	Public personnel management									
	Linked to CC 3.4 below?				SDG 16					
CC 3.2	Judiciary and the rule of law			Combine with 2.7		MOJ				
3.1.2	Rule of law			CC 3.2 Legal system	SDG 16					
2.7.2	Justice and transparency			Ref. 2.7.2	SDG 16					
3.2.1										
3.2.2										

[189] Can be included under 1.1 under Agriculture
[190] Can be included under 3.3.3 Climate change mitigation and adaptation
[191] NB Human rights not specifically included in 8th NSEDP but added as overarching theme
[192] See UPR Recommendations (p. 6 to 7)

3.2.3										
	Thematic area	Indicators	8th NSEDP	National Programme framework	SDGs	National partner(s)	UN partners	DPs	Potential core funding needs ($'000)	Non-core resources
CC 3.3	Democratic governance and Legislature					NA				
3.1.1	National Assembly (political stability, ref. 2.7)			CC.3.3 Revise, develop, implement legislation	SDG 16		UNDP,			
CC 3.4	Public administration reform					MOJ				
3.4	Improve structure of government/administration			CC 3.4 Improve structure of Government/Administration	SDG 16					

Annex 3. 8th NSEDP Goal, Outcomes, Outputs and Sector Headings[193]

Annex 3.1 Breakdown of 8th NSEDP Goals, Outcomes and Output areas

Numbering system [194]	NSEDP Goal, Outcomes, Sector and Sub-sector headings
GOAL: Reduced poverty, graduation from Least Developed Country Status with sustained and inclusive growth through promotion of national potential and comparative advantages, effective management and utilization of natural resources and strong international integration	
1	Poverty
2	Nutrition
3	LDC Graduation
4	Economic Inclusion
5	International Integration
6	Monitoring and Evaluation
7	Institutional Shift
1	OUTCOME 1: Sustained inclusive economic growth with economic vulnerability (EVI) reduced to level required for LDC graduation and consolidated financial, legal and human resources to support growth.
1)	Economic Vulnerability Index
2)	Investment & Financial Mgmt
3)	Entrepreneurship
4)	Science and Technology
5)	Regional Integration
6)	Urbanization
1.1	OUTCOME 1 OUPUT 1 Sustained and Inclusive Economic Growth
1.1.1	Export/Import
1.1.2	Industry General
1.1.3	Industry Primary, Agriculture
1.1.4	Industry Primary, Farming
1.1.5	Industry Primary, Fishery
1.1.6	Forestry, Production

[193] Source: 8th NSEDP Draft M & E Framework (as of 4th June 2015)

[194] NB These numbers are not given in the M & E framework but are added by the Evaluation for ease of reference.

1.1.6	Industry Primary, Mining
1.1.8	Industry Primary, Energy
1.1.9	Industry Secondary
1.1.10	Industry Tertiary, Tourism
1.1.11	Business Competitiveness
1.2	OUTCOME 1 OUPUT 2: Macro-economic Stability
1.2.1	Macroeconomic stability
Numbering system	NSEDP Goal, Outcomes, Sector and Sub-sector headings,
1.3	OUTCOME 1 OUPUT 3: Integrated Development Planning and Budgeting
1.3.1	Investment
1.3.2	New Opportunities in Green
1.3.3	ODA
1.3.4	Planning and Budgeting
1.4	OUTCOME 1 OUPUT 4: Balanced Regional and Local Development
1.4.1	Balanced Regional Development
1.4.2	Special Economic Zones
1.4.3	Urban Development
1.5	OUTCOME 1 OUPUT 5: Improved Public /Private Labor Force Capacity
1.5.1	Public/Private Labor Force Capacity
1.5.2	Migrant Labor
1.6	OUTCOME 1 OUPUT 6: Local Entrepreneurs are Competitive in Domestic and Global Markets
1.6.1	Competitive Local Entrepreneurship
1.6.2	Green Entrepreneurship
1.7	OUTCOME 1 OUPUT 7: Regional and International Cooperation and Integration
1.7.1	International Cooperation
1.7.2	International Financial Flows
1.7.3	Transport Integration
1.7.4	Energy Integration

1.7.5	Labor Integration
2	OUTCOME 2: Human development enhanced to LDC graduation criteria level and achievement of off-track MDGs through the provision and use of services which are balanced geographically and distributed between social groups
1)	Population Growth
2)	Human Asset Index
3)	Food and Nutrition
4)	Child Mortality
5)	Maternal Health
6)	Education, Primary
7)	Education, Secondary Enrolment
8)	Education, Adult
9)	UXO Clearance and Victim Assistance
10)	Equality
11)	Balanced Regional and Local Development
12)	Gender Equality
13)	Tradition and Culture
14)	Peace Order and Justice
Numbering system	Goal, Outcomes, Sector and Sub-sector headings,
2.1	OUTCOME 2 OUTPUT 1: Improved Living Standards through Poverty Reduction
2.1.1	Poverty Reduction
2.1.2	Villages and Towns
2.1.3	Improved Living Standards, Public Safety
2.2	OUTCOME 2 OUTPUT 2: Food Security Ensured and Incidence of Malnutrition Reduced
2.2.1	Nutrition
2.2.2	Nutrition, Infant
2.2.3	Nutrition, CU5
2.2.4	Nutrition, Women
2.2.5	Food Security

2.3	OUTCOME 2 OUTPUT 3: Access to High Quality Education
2.3.1	Education, Basic
2.3.2	Education, Secondary
2.3.3	Education, Higher
2.3.4	Education System
2.3.5	Education and TVET
2.4	OUTCOME 2 OUTPUT 4: Access to High Quality Health Care and Preventative Medicine
2.4.1	Health
2.4.2	Health and Nutrition
2.4.3	Health Services
2.4.4	Environmental Quality of Life
2.5	OUTCOME 2 OUTPUT 5: Enhanced Social Welfare
2.5.1	Social Welfare
2.5.2	Social Protection
2.6	OUTCOME 2 OUTPUT 6: Protection of Traditions and Culture
2.6.1	Traditions and Culture
2.6.2	Inclusive Growth
2.7	OUTCOME 2 OUTPUT 7: Political Stability, Order, Justice, Gender Equality
2.7.1	Political Stability
2.7.2	Justice and Transparency
2.7.3	Social Peace, Solidarity, and Order

Numbering system	Goal, Outcomes, Sector and Sub-sector headings,
3	OUTCOME 3: Reduced effects of natural shocks as required for LDC graduation and sustainable management of natural resource exploitation
1)	Natural Disaster (EVI)
2)	Natural Resource Management
3)	Climate Change
4)	GHG Accounting
5)	Pollution and Environmental Hazards
6)	Due Diligence, Compliance, Best Practice
3.1	OUTCOME 3 OUTPUT 1: Environmental Protection and Sustainable Natural Resources Management
3.1.1	Land
3.1.2	Forestry
3.1.3	Mineral and Resources
3.1.4	Water
3.1.5	Water, Hydropower
3.1.6	Water and Land
3.1.7	Wetland
3.1.8	Air
3.1.9	Fishery
3.1.10	Protected Areas
3.1.11	Biodiversity
3.2	OUTCOME 3 OUTPUT 2: Preparedness for Natural Disasters and Risk Mitigation
3.2.1	Disaster Risk Management
3.2.2	Climate Change Mitigation/Adaptation
3.3	OUTCOME 3 OUTPUT 3: Reduced Instability of Agricultural Production
3.1.1	Agricultural Production
3.1.2	Agriculture and Climate Change, DRM
	CROSS-CUTTING THEMES (CC)

CC1	CC1: Local innovation and utilization of science, technology and telecommunications
CC1.1	Local Innovation
CC1.2	Research
CC1.3	ICT Application
CC2	CC2: Promote gender equality, and services to Juveniles and Youth
CC2.1	Gender Equality in Leadership
CC2.2	Gender Equality in Participation
CC2.3	Gender in Agriculture
CC2.4	Gender-based Violence
CC2.5	Violence against children
CC2.6	Juvenile / Youth Education
CC2.7	Juvenile / Youth TVET
CC2.8	Juvenile / Youth Development
CC2.9	Youth Union
CC3	CC3: Enhance effectiveness of public governance and administration
CC3.1	Public Personnel Management
CC3.2	Legal System
CC3.3	Revise, Develop, Implement Legislation
CC3.4	Improve Structure of Government / Administration
CC3.5	Green Policy
CC3.6	Technology and Innovation

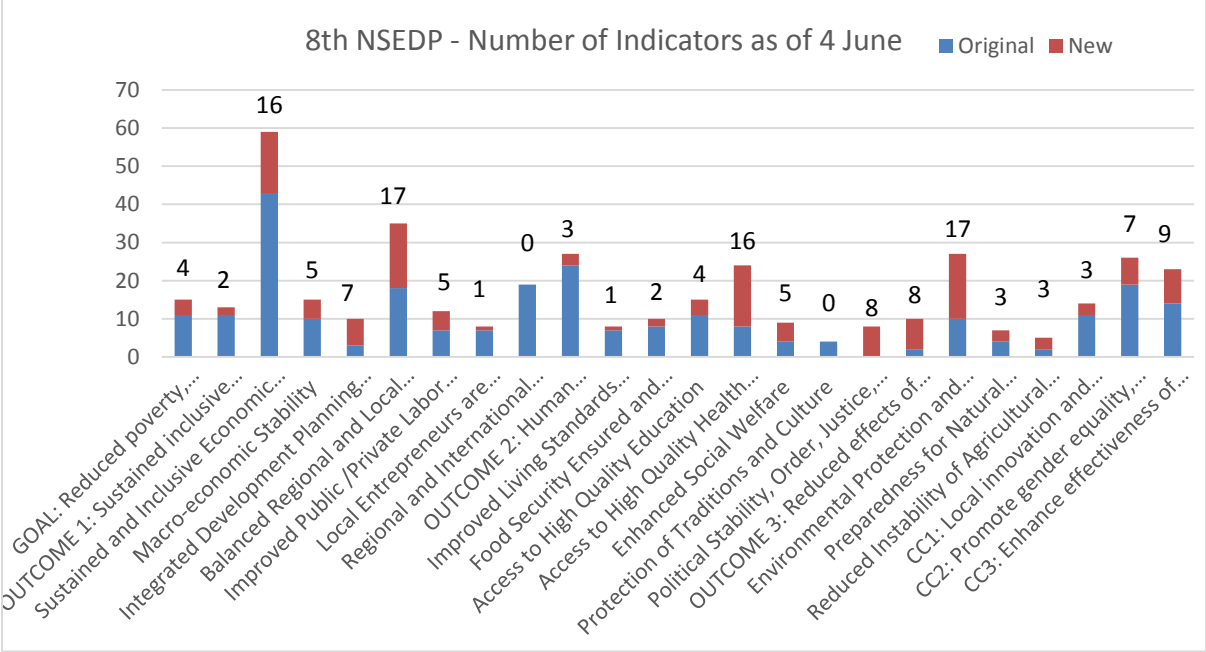
Annex 3.2 8th NSEDP Goal, Outcome and Output headings and Indicators (as of June 4 2015)[195]

NB UNDAF Outcome and Output indicators should relate to selected NSEDP indicators so as to facilitate monitoring and impact of UN support.

	8th NSEDP Goal, Outcome and Output headings	No. of Indicators (June 4 2015)		
		Original	New	Total
	GOAL: Reduced poverty, graduation from Least Developed Country Status with sustained and inclusive growth through promotion of national potential and comparative advantages, effective management and utilization of natural resources and strong international integration	11	4	15
1	OUTCOME 1: Sustained inclusive economic growth with economic vulnerability (EVI) reduced to level required for LDC graduation and consolidated financial, legal and human resources to support growth.	11	2	13
1.1	Sustained and Inclusive Economic Growth	43	16	59
1.2	Macro-economic Stability	10	5	15
1.3	Integrated Development Planning and Budgeting	3	7	10
1.4	Balanced Regional and Local Development	18	17	35
1.5	Improved Public /Private Labor Force Capacity	7	5	12
1.5	Local Entrepreneurs are Competitive in Domestic and Global Markets	7	1	8
1.6	Regional and International Cooperation and Integration	19	0	19
2	OUTCOME 2: Human development enhanced to LDC graduation criteria level and achievement of off-track MDGs through the provision and use of services which are balanced geographically and distributed between social groups	24	3	27
2.1	Improved Living Standards through Poverty Reduction	7	1	8
2.2	Food Security Ensured and Incidence of Malnutrition Reduced	8	2	10
2.3	Access to High Quality Education	11	4	15
2.4	Access to High Quality Health Care and Preventative Medicine	8	16	24
2.5	Enhanced Social Welfare	4	5	9
2.6	Protection of Traditions and Culture	4	0	4
2.7	Political Stability, Order, Justice, Gender Equality	0	8	8
3	OUTCOME 3: Reduced effects of natural shocks as required for LDC graduation and sustainable management of natural resource exploitation	2	8	10

[195] Source: 8th NSEDP M & E Framework (draft 4th June 2015)

3.1	Environmental Protection and Sustainable Natural Resources Management	10	17	27
3.2	Preparedness for Natural Disasters and Risk Mitigation	4	3	7
3.3	Reduced Instability of Agricultural Production	2	3	5
3.4	CC1: Local innovation and utilization of science, technology and telecommunications	11	3	14
3.5	CC2: Promote gender equality, and services to Juveniles and Youth	19	7	26
3.6	CC3: Enhance effectiveness of public governance and administration	14	9	23



The United Nations in the Lao PDR

Vientiane, 23 October 2015