



Mid-term Review of the Indicative Cooperation Programme ICP IV 2016-2020 between the Grand Duchy of Luxembourg and Lao People's Democratic Republic

FINAL REPORT



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The opinions expressed in this document represent the authors' points of view which are not necessarily shared by the Ministry of Foreign and European Affairs of Luxembourg or by the Lao PDR authorities

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Executive Summary

1. Evaluation Objective

The objective of the mid-term review (MTR) of the fourth Indicative Cooperation Programme (ICP IV) 2016-2020 in Lao PDR is to “*appreciate the contribution of Luxembourg Development Cooperation to the achievements of the development strategy of Lao PDR and thus to evaluate the current interventions in relation to this strategy*”. The MTR covers the period January 2016 to October 2018.

2. Evaluation Context

Lao PDR Context and Trends. Poverty in Lao PDR has declined over the years and the income per capita reached USD 2,270 in 2017. Economic growth has mainly been driven by mining and hydropower, whereas manufacturing, agriculture, and tourism do not contribute significantly to growth. Agriculture remains largely subsistence oriented with low productivity. Tourism has experienced a decline in recent years after a decade of growth. It is expected to grow again, but there is a need for service quality improvements, which requires improved human resource capacities. Extreme poverty was reduced to below 24 per cent by 2015, but rural poverty rates remain high and access to health services and education are still limited for many. Child malnutrition remains widespread. Service delivery has significantly improved, although there is still a strong need for the Government of Lao PDR (GoL) to increase its effectiveness and coverage. Recurrent fiscal deficits and insufficient domestic revenues are major constraints. Progress has been made in the organisation of the state administration and in the legal sector with formulation of new laws, but progress is constrained by limited legal awareness in the administration and among law practitioners, and by limited access to justice. The level of Official Development Assistance (ODA) has remained stable over the last ten years but is likely to decrease with the expected graduation of Lao PDR from LDC status.

Lao PDR - Luxembourg Development Cooperation. Luxembourg’s cooperation with Lao PDR dates back to 1997, and Luxembourg is now one of the main bilateral donors. There has been continuity in Luxembourg’s support to Lao PDR, and the sectors and geographic areas of concentration under ICP IV have largely remained the same as under ICP III. The overarching objective of the ICP IV is to **contribute to poverty reduction, and support efforts of the Lao government in the realisation of Sustainable Development Goals**, with a special focus on **assisting most vulnerable groups and populations in poor and remote areas**. ICP IV has four focal sectors: health, local development, vocational training in tourism, and governance. Support under ICP IV is mainly concentrated in four provinces: Bolikhamxay, Bokeo, Khammouan and Vientiane Province. The total support to Lao PDR is EUR 88 million, of which EUR 75 million are committed under ICP IV. 13 core projects are funded under ICP IV; these are complemented by another 13 multilateral, regional and NGO projects funded under other modalities.

3. Approach and Methodology

The MTR was organised in three phases. During the desk review, evaluation questions were formulated (covering relevance, effectiveness and impact, efficiency and sustainability) based on a theory of change analysis, key stakeholders in Luxembourg were interviewed, and a review of available documentation was carried out. A field mission to Lao PDR took place in November-December 2018, where partners and stakeholders were interviewed, and communities and projects visited. Following the mission to Lao PDR, data and evidence gathered were analysed and the MTR report was prepared.

The MTR focused on the 13 core interventions funded under the ICP IV, whereas the other projects were considered in relation to relevance, coherence and complementarity. A sample of the five main interventions was selected for in-depth analysis: Lao-Luxembourg Health Sector Support Programme-

Phase II (LAO/027); Improving Reproductive Maternal and Child Health in Lao PDR Phase II (UNJP); Local Development Programme for Bokeo, Bolikhamxay, Khammouan and Vientiane Provinces (LAO/030); Skills for Tourism – Human Resources Development in the Tourism and Hospitality Sector (LAO/029); and Support Programme for Legal Teaching and Training and to the Promotion of the Rule of Law Concept in Lao PDR (LAO/031).

4. Evaluation Findings

Strategic Relevance: Overall, the ICP IV's strategic relevance is strong, and Luxembourg's development cooperation has built upon its experience and solid partnerships gained from earlier engagements, moving progressively from infrastructure building for access to services towards a more systemic approach including increased attention to and spending on capacity and organisational development. The ICP IV and its interventions are aligned with the strategic priorities of Lao PDR's Development Strategy as well as with its sectoral policies. Sector interventions are well aligned with the main priority sectors of Luxembourg's development cooperation. The choice of focus areas/themes for the main bilateral projects is relevant and even though the targeted provinces are not among the poorest, the interventions take place in the poorest districts and villages in those focal provinces. The interventions are thereby consistent with Luxembourg's development cooperation strategy, as they target the most vulnerable populations.

Effectiveness and likelihood of impacts: Overall, the interventions in the targeted sectors have been strategically selected based on a policy assessment, an understanding of the opportunities and challenges to meeting policy goals. Attention was given to where external support is needed and interventions reflect areas of comparative advantages of Luxembourg's support. Assumptions in the intervention logic are monitored and the approach adjusted where needed. As such, the programme is likely to lead to expected results and impacts.

Health: There is strong complementarity between interventions in the health sector and Luxembourg's support has built upon the comparative advantage of various development partners to improve health coverage in Lao PDR. The main interventions contribute to improving health coverage for vulnerable groups and maternal and child health. While LAO/027 aims to make services widely available, there is also a strong focus on the quality and affordability to ensure increased accessibility to these services in Vientiane, Bolikhamxay and Khammouan provinces. The overall system approach, and in particular the joint participatory mechanism (JPM), has strengthened partnerships at national level and enabled better coordination between national and provincial levels. The JPM is also likely to contribute to instilling a culture of budgeting towards planned activities and prioritising funding, which is much needed in a context of sparse resources to finance the sector needs. As such, interventions in the health sector are likely to produce the expected outcomes. However, the extent to which Luxembourg's support will contribute to improved maternal and child health of the poorest and most vulnerable groups will depend on partners' abilities to draw upon lessons learnt on bottlenecks that prevent these groups to access healthcare and adapt their strategies accordingly to further reach remote communities in the targeted provinces. The strong gender approach in the sector is also likely to strengthen the impacts on vulnerable groups.

Local Development: The successful experience with LAO/021 (predecessor of LAO/030) indicates a high probability of achieving positive impacts with the approach taken. LAO/030 is well designed and implementation is progressing well. It is thus likely to contribute to the expected results, i.e. improved local planning and implementation of plans, improved access to social services and enhanced capacities of communities to identify and address their needs and challenges. As such, it is anticipated that LAO/030 will improve local governance through the promotion of participatory, transparent and cross-sectoral processes for local development planning. The project is also likely to contribute to an

improved economic status of villages, but this impact will probably be more pronounced in locations where income generating Village Development Fund (VDF) activities are planned. The extent to which LAO/030 will contribute to improved and more pro-poor local (land) governance and to increased environmental sustainability remains to be seen.

Technical and Vocational Education and Training (TVET) in Tourism: LAO/029 is well designed and implementation is progressing well and has already made improvements to the quality and variety of TVET in tourism and hospitality, based on the labour market needs. Early evidence suggests a likelihood of achieving impact in the form of high employment rates for the people educated/trained. The project has so far demonstrated a good ability to reach people from disadvantaged backgrounds, but the potential for generating larger scale job creation in the tourism and hospitality sector is uncertain given constraints related to sector growth and the geographic concentration of the sector in a few locations in Lao PDR. LAO/029 is also likely to contribute to improvements to the governance of TVET, but the extent of such improvements remains to be seen.

Governance: Luxembourg's support to the sector is well aligned with the Lao Government's development priorities and the needs of the legal sector. Early evidence indicates that LAO/031 and the Inter-University Collaboration for research are likely to contribute to improving law practitioners' understanding of their role in strengthening access to justice and thereby to the reinforcement of the rule of law. However, the extent to which these projects will contribute to a strengthened legal culture and increased access to quality legal advice by poor and vulnerable groups will depend on the projects' ability to develop and implement clear strategies and approaches to this end. Furthermore, the opportunity to increase impacts for the vulnerable groups through gender initiatives (e.g. women's empowerment through access to justice and legal aid, eliminating violence and discrimination against women and girls, ensuring women's full and effective participation and equal opportunities, giving women equal rights to economic resources, and access to ownership and control over land and other forms of property) has not been fully capitalised upon. Although there is a good degree of complementarity between the interventions in the sector, the lack of a clear strategic approach to coordinate multiple interventions in the sector (e.g. comprehensive results framework) may limit the programme's effectiveness and impacts.

Efficiency: The ICP IV and its interventions are generally well managed. However, the geographical fragmentation of the project portfolio may reduce the potential for synergies between interventions, especially in the health and local development sector. Sound management systems are in place, although in practice they have been a constraining factor and led to delays on project implementation. Considering local capacity constraints, Luxembourg's financial procedures are often a challenge for Lao partners and causing delays. The Mid-Term Review of the ICP III had recommended to simplify procedures, but this has not been implemented. Luxembourg is however engaged in supporting capacity development for good governance and applying procedures of international standard. LuxDev, Luxembourg's main implementing partner, has also engaged in results-based monitoring and management. The results in terms of efficiency gains and in terms of use to steer the programme and projects will depend on the engagement of local counterpart and their capacity to produce and collect data. The overall management approach is based on flexibility and a good communication.

Sustainability: The degree of continuity of support, the focus on institutional and human capacity development, and the embedding in, and strengthening of, existing structures are conducive for ensuring sustainability and for the prospects of upscaling and replication of Luxembourg's support to Lao PDR. Moreover, measures are taken to address the post-project financing challenge, although this macro-economic and political challenge cannot be fully addressed by Luxembourg or at the programme level. It is too early to fully establish the likelihood of sustainability of Luxembourg's support under ICP IV, but sustainability concerns at the project level are in general well addressed. However, considering the need for longer-term continuity for ensuring consolidation and sustainability, and the fact that

Luxembourg's support has been upscaled to new provinces and new partners, and considering that the funding challenge will remain, it appears likely that full sustainability (where Lao stakeholders can fully maintain and continue the processes and results without external support), as well as further upscaling/replication would to a good extent depend on further continuity in Luxembourg's support after ICP IV.

5. Conclusions

Conclusion 1: The scale of Luxembourg's investment and in particular the continuity and flexibility of Luxembourg's support add value. Luxembourg has over the years become a major bilateral development partner for Lao PDR. This, combined with the strategic approach of focusing on a limited number of sectors and concentrating a substantial proportion of the support in four provinces, has enabled a significant and potentially transformative level of engagement under ICP IV on specific issues and in specific locations, especially in local development. Furthermore, the general continuity of Luxembourg's support with a good degree of long-term engagement in the focal sectors and target provinces provides predictability and stability, which are widely appreciated by stakeholders.

Conclusion 2: ICP IV and its interventions are fully aligned with Luxembourg's development cooperation strategy and its commitment to "champion(ing) development effectiveness principles". The aid effectiveness principles of harmonisation, ownership, alignment, results-based management and mutual responsibility have been applied both at formulation and during the implementation of projects. There is a strong focus on ownership, and partners and beneficiaries were consulted at formulation stage. All projects are aligned with the NSEDP and GoL sector strategies and support their operationalisation. The projects work within the GoL system and intend to strengthen it. Some projects focus on solving specific sector bottlenecks, such as human capacity constraints in the governance and tourism sectors. Other projects have embraced more comprehensive approaches, addressing all aspects of the health sector reform, and a multi-sectoral approach to local development. All the larger projects have a results-based management component.

Conclusion 3: Comprehensive and systemic approaches are pursued to address multiple challenges in the health and local development sectors, but in the governance and tourism sectors, the focus is narrower and mainly addressing the human resources/skills element. In the health and local development sectors, comprehensive approaches are used to address the multiple gaps in the sectors as a whole. However, this is not the case for the other sectors. TVET in tourism is not a sector in its own right. LAO/031 and the bilateral cooperation between universities represent an important support to legal education. Both projects aim to increase the availability of skilled professionals and can thus in a sense be seen as education/skills development interventions. Indeed, the LAO/029 lessons can be replicated to other areas of education but have less potential to be upscaled to address other tourism sector bottlenecks. Luxembourg also supports the education sector through other interventions, e.g. with the construction of schools under LAO/030. The education sector is not a focal sector and the ICP IV does not spell out a strategy for this sector, but the engagement is significant, representing more than EUR 11 million. Furthermore, local development activities have a strong governance angle, but this contribution is not reflected in the ICP IV results framework for the governance sector. Overall, the ICP IV results framework is not fully acknowledging the level of investment made in strengthening Lao systems for skills development and in promoting good governance.

Conclusion 4: The approach to strengthening the national planning system at all levels is conducive to achieving improved and pro-poor access to services – but the long-term financing of service-delivery remains a challenge. Luxembourg's approach to strengthening GoL planning at local level is conducive to achieving pro-poor service delivery in rural areas, LAO/030 empowers communities to identify and implement development activities and enhances local government capacities to lead and

coordinate social and economic development. LAO/027 enables evidence-based provincial health prioritisation and planning. The limited ability of GoL to mobilise and allocate sufficient domestic revenues to fully cover needs in all sectors is a major challenge, which Luxembourg has partly addressed through the establishment of financing mechanisms for health and TVET, and community-based infrastructure maintenance.

Conclusion 5: The strong engagement in capacity development and organisational strengthening is conducive to improved service delivery and governance. Capacities are enhanced through training courses, scholarships, study trips, technical assistance, learning by doing, and the provision of necessary equipment and infrastructure. Government capacities vis-à-vis planning, and service delivery are being enhanced at central and sub-national levels across the sectors of engagement. Community and individual (to large extent the poor and vulnerable) capacities are being enhanced, e.g. vis-à-vis development planning and vocational skills. The development of human, organisational and institutional capacities at multiple levels for improved service delivery and governance is a central feature of Luxembourg's cooperation, and early results have emerged.

Conclusion 6: Most of the ICP IV interventions have a pro-poor and inclusive approach and are directly addressing the needs of poor and vulnerable groups (women, youth, non-Lao/Thai ethnic groups). The targeted provinces have a high number of poor districts and villages and large-scale investment is made in sectors with a high potential for poverty reduction. Luxembourg's interventions have a pro-poor and inclusive approach. Most projects address service delivery (mainly health, education, water supply) to the poor, youth and women, including non-Lao/Thai ethnic groups. Although not systematic, mechanisms have been set up to ensure that these groups are targeted, such as criteria for the identification of poor villages, support to healthcare packages to ensure that poor women can access health services, youth friendly services, and vocational education for disadvantaged groups. The large projects have a gender perspective, but gender mainstreaming is not always well strategized (i.e. there is no gender results framework at sector or at the ICP IV programme level to reinforce and guide the implementation of gender action plans; and gender action plans have not systematically been developed across projects). Similarly, the mainstreaming of environment and climate change has been uneven across projects; some attempts have been made, but there is significant scope for further enhancement of this across projects.

Conclusion 7: Luxembourg's support relies on a mix of implementation modalities, which is consistent with its experience in Lao PDR and conducive to effectiveness and efficiency. Luxembourg's support is a strategic mix of bilateral interventions, multilateral/regional interventions and NGO projects; a mix consistent with Luxembourg's experience in Lao PDR. The bilateral assistance mainly focuses on capacity development, service delivery and research, areas in which Luxembourg has a strong experience. NGOs in Lao PDR are not positioned and do not have the legal space to do advocacy but are engaged in service delivery for poverty reduction – while not sustainable in the long term, this allows to reach remote vulnerable groups. In the health sector, Luxembourg strategically partners with UN agencies, using their experience and position, e.g. to fill a policy/advocacy gap. Furthermore, projects and joint activities co-financed within the EU Joint Programming framework are conducive to efficiency and coherence (i.e. increased scale of interventions and available experienced staff). Policy dialogue is done through different means and the direct engagement and visibility of Luxembourg varies. The Embassy of Luxembourg engages proactively in policy dialogue, but the level of engagement is limited by staff constraints; despite the large volume of support provided to Lao PDR. This limitation is partly mitigated by the projects implemented by LuxDev providing technical information and policy advice.

Conclusion 8: Luxembourg's support is strategically allocated across sectors, despite the geographic fragmentation of the project portfolio. At sector level, there is a strong complementarity between projects in terms of level of interventions (national, provincial, district and village/community), as well

as addressing strategic needs (policy dialogue, service delivery, capacity and organisational development, financing, and results-based management). However, potential synergies between interventions have not been fully capitalised upon. While for local development, increased attention has been given to ensuring joint activities, this has not systematically occurred in other sectors, and opportunities to combine approaches for increased effectiveness were missed and limited by the geographic fragmentation of the project portfolio. However, the case of local development also showed that joint activities may come at a cost (e.g. diversion of both financial and staff resources). Furthermore, allowing the NGOs to continue their operations in areas where they have a presence is at the same time conducive for continuity and results (through long-term presence, and established partnerships). Coordination of the project portfolio may therefore remain best managed at strategic level, rather than pushing for joint activities at the operational level.

Conclusion 9: The ICP IV and its interventions are generally well managed, but while progress has been made in terms of results-based monitoring at the project level, this is not the case at the programme level. The programme management is based on flexibility and good communication. Sound management systems are in place, but their complexity is a challenge for Lao partners and has led to implementation delays. The draft monitoring framework for ICP IV, which is aligned with the Government of Lao PDR 8th National Socio-Economic Development Plan and the EU Joint Programme, does not appear to be used to steer the programme and is not fully appropriate for integration in the interventions; several of the indicators are at a too high a level to determine project contributions to them. Not all interventions have impact/outcome-oriented monitoring systems in place yet, but LuxDev is engaged in enhancing the project monitoring frameworks as well as monitoring capacities of GoL partners.

Conclusion 10: The continuity of Luxembourg's support is conducive for impact and sustainability and for setting up mechanisms for replication and upscaling, although results are unlikely to be fully consolidated at project completion. The continuity of Luxembourg support has enabled strong relationships with Lao partners and for allowing time to consolidate results. ICP IV interventions build on approaches, lessons and results from IPC III projects. The ICP III approaches are also replicated in additional provinces and with new partners. Luxembourg's main projects aim at achieving systemic changes. However, it takes time to achieve sustained change, and with the major capacity and financing constraints facing GoL, it is unlikely that the projects will achieve fully sustained change without further support.

6. Recommendations

Six overall recommendations have been identified by the MTR applicable under the current ICP IV and already partly forward-looking to a potential future programme of collaboration:

- **Recommendation 1:** Ensure that any future ICP strategy fully reflects Luxembourg's contribution to governance and Lao systems for skills development.
- **Recommendation 2:** Maintain the geographic focus in health and local development until interventions have been fully consolidated.
- **Recommendation 3:** Enhance the mechanisms for ensuring good complementarity between projects by strengthening mechanisms for project selection and capitalising upon available expertise among implementing partners (ICP IV and beyond).
- **Recommendation 4:** Further enhance attention to ensuring financial sustainability of the processes established and results achieved by interventions funded by Luxembourg (ICP IV and beyond).
- **Recommendation 5:** Further enhance attention to mainstreaming gender and environmental issues (ICP IV and beyond).

- **Recommendation 6:** At programme level: use impact indicators and strategic monitoring as tools for enhancing aid effectiveness (ICP IV and beyond).
- **Recommendation 7:** Enhance the capacity to coordinate and deepen the policy dialogue (ICP IV and beyond).

Chapter 4 provides sub-recommendations/suggestions for the practical implementation of the overall recommendations as well as indications of the responsible partners for their implementation.

1. Introduction

1.1 Purpose of the Evaluation

The objective of the mid-term review (MTR) of the fourth Indicative Cooperation Programme (ICP IV) 2016-2020 in Lao PDR is to “*appreciate the contribution of Luxembourg Development Cooperation to the achievements of the development strategy of Lao PDR and thus to evaluate the current interventions in relation to this strategy*”. The mid-term review highlights potential adjustments and directions for the remaining period of the ICP as well as for the future programme of cooperation.

The MTR covers the period January 2016 to October 2018. The MTR focuses on the four main sectors of intervention: health, local development, vocational training in the tourism sector, and governance.

1.2 Evaluation Context

1.2.1 Lao PDR Context and Trends

Poverty in Lao PDR has declined over the years. With a steady GDP growth, the income per capita reached USD 2,270 in 2017. The economic growth has mainly been driven by mining and hydropower and remains highly dependent on these sectors. Manufacturing, agriculture and tourism have not taken off to contribute significantly to Lao PDR’s economic growth. Agriculture remains largely subsistence oriented, with low productivity and a need for increased market access. Agricultural exports (e.g. rubber and commercial cash crops, such as vegetables and fruits, coffee, sugar, cereal, cassava) are growing, but earnings remain dependent on commodity prices as Lao PDR has few agro-processing factories. (World Bank, 2018) Tourism has experienced a decline in recent years after more than a decade of significant growth. It is expected by sector stakeholders to grow again and is still seen as a sector with significant potential in terms of job creation and improving job quality. However, there is a need for service quality improvements, which requires improved human resource capacities, which in turn calls for improved education. Indeed, low quality of technical and vocational education and training (TVET) training and low levels of English knowledge are major challenges for the tourism and hospitality enterprises in Lao PDR and low human capacity is a major impediment for the further development and growth of the sector.

The country met the Millennium Development Goals target of reducing extreme poverty to below 24 per cent by 2015. However, while access to health services and education have increased, human development improvements have not equally benefitted all. Poverty rates remain high in rural areas, especially in rural areas with no road access, as well as among non-Lao/Thai ethnic groups. Poverty rates are significant in Bokeo, Saravane and Sekong provinces. Child malnutrition remains widespread and over 30 per cent of children under five suffer from stunting, and despite improvements maternal mortality rates remain high (and among the highest in the region at 206 per 100,000 births). The proportion of births attended by skilled health personnel has increased, but half of the deliveries still occur with no medical support, and this share is even higher in remote areas and among non-Lao/Thai ethnic groups. (National Health Statistics Report, 2015-2016) The Government of Lao PDR (GoL) has defined mother and child health and nutrition as high priorities, and the related targets defined by the National Assembly are closely monitored. While overall access to primary education has improved, large inequalities remain in relation to education access and completion between urban and rural populations, men and women, Lao and non-Lao/Thai ethnic groups. GoL has set ambitious objectives vis-à-vis compliance with ASEAN university standards and strengthening teachers’ skills.

Overall, the service delivery has significantly improved, although there is still a strong need for the GoL to increase its effectiveness and coverage in delivering services of good quality. Recurrent fiscal deficits and insufficient domestic revenues to cover GoL’s running costs are major constraints. Promoting rule of law in Lao PDR has become a priority, although a strong and clear strategy remain to be formulated and implemented. Progress has been made in the overall organisation of the state administration and in the legal sector with formulation of new laws, but progress is constrained by a) limited legal awareness and knowledge within the administration and among decision makers, law practitioners and citizens; b) limited access to justice; and c) lack of qualified teachers and law practitioners.

The level of official development assistance (ODA) has remained stable over the last ten years and is mainly provided for the health and education sectors (Foreign Aid Implementation Report, 2016 and 2017). With the expected graduation from LDC status, the level of ODA is likely to decrease, and to shift from grants to loans. In this context, the NSEDP MTR recommended to: “prioritize institutional and human resource development to enhance self-sufficiency, including assistance from multilateral partners that target LDCs.” Overall, donor coordination and harmonisation has improved. GoL has defined clear sector strategies, which are aligned with the Sustainable Development Goals (SDGs), although some are more comprehensive than other.

1.2.2 Lao PDR - Luxembourg Development Cooperation

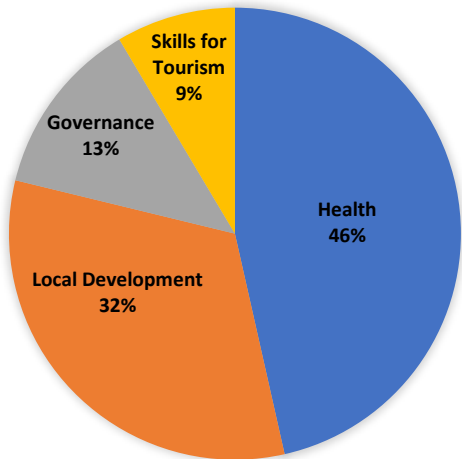
Luxembourg’s cooperation with Lao PDR dates back to 1997, and a General Cooperation Agreement between Luxembourg and the Lao PDR was signed in Vientiane on 12 February 2000. Four ICPs were signed between 2003 and 2016, with a progressive increase in Luxembourg’s financial contribution, which now places Luxembourg as one of the main bilateral partners. There has been a continuity in Luxembourg’s support to Lao PDR, with focus on health and local development, and more recently TVET.

The ICP IV builds on previous interventions supported by Luxembourg. The sector and geographic area of concentration has largely remained the same; except the addition of Bokeo province, and most of the sector interventions have been extended or consolidated as shown in Table 1 below.

The ICP IV covers a total of 13 core projects implemented between 2016 and 2021. In addition, 13 multilateral, regional and NGO projects fall under the ICP IV strategic framework of cooperation with the GoL, but these are funded under other modalities. (See Annex D)

Approximately EUR 75 million are committed under the ICP IV, with a sector allocation as presented in Figure 1¹. Together with the other ongoing projects, the total support to Lao PDR is EUR 88 million. Health and local development are priority sectors receiving around 80 per cent of the total ICP IV budget.

Figure 1: Distribution of committed funds per sector under ICP IV



¹ This includes all projects (bilateral, multilateral, regional, and NGO implemented), budgeted, planned and on-going during the ICP IV timeframe.

Table 1: Programmes and projects financed under the ICP IV

Project Name	Period	Budget (EUR)	Cooperation modalities	Link with previous programme	Executing Agency
Health					
LAO 027: Lao-Luxembourg Health Sector Support Programme-Phase II	2014-2021	25,400,000	Bilateral	Consolidation LAO017	LuxDev
PARECIDS	2016-2020	2,773,273	Bilateral		MFEA LIH
Improving Reproductive Maternal and Child Health in Lao PDR Phase 2	2017-2020	6,500,000	Multilateral	Extension	UNICEF WHO UNFPA
Support to the extension of Social Health in South-East Asia	2017-2020	2,000,000	Multilateral	Extension	ILO
Local Development					
LAO 030: Rural Development Programme	2016-2020	23,003,561	Bilateral	Consolidation and expansion LAO021-LAO024	LuxDev (Caritas)
Vocational Training in the Tourism Sector					
LAO 029: Skills for Tourism - Human Resources Development in the Tourism and Hospitality Sector	2015-2020	7,500,000	Bilateral	Expansion LAO020	LuxDev SDC
Governance					
LAO 028: Strengthening the Capacity of the Ministry of Planning and Investment's Department of International Development	2014-2018	800,000	Bilateral	Extension	LuxDev
LAO 031: Support Programme for Legal Teaching and Training and to the Promotion of the Rule of Law Concept in Lao PDR	2017-2020	5,000,000	Bilateral	Consolidation LAO023	LuxDev (ILSTA)
Inter-University cooperation between the University of Luxembourg and NUOL	2017-2020	696,400	Bilateral		Lux Uni. NUOL
Support to Round Table Process	2017-2021	500,000	Multilateral	Extension	UNDP
Beyond the Bombs: From Data to Development (BtB) – UXO Phase 2	2017-2021	600,000	Multilateral	Extension	UNDP
Study Fund					
Lao Social Indicator Survey (LSIS II)	2016-2017	100,000	Multilateral		UNICEF
Cooperation between Lao Statistics Bureau and National Institute of Statistics and Economic Studies of Luxembourg (LLPS)	2017-2020	799,974	Bilateral		STATEC

(Addendum to the ICP IV, 2017 and Luxembourg Cooperation Annual Report, 2018)

1.2.3 Focus, objective and expected results of the ICP IV

The overarching objective of the ICP IV is to **contribute to poverty reduction, and support efforts of the Lao government in the realisation of Sustainable Development Goals**, with a special focus on **assisting most vulnerable groups and populations in poor and remote areas**.

In line with the Lao PDR 8th National Socio-Economic Development Plan² and in coordination with the EU Joint-Programme, the expected results of the ICP IV are as follows:

² The review of the ICP IV programme document, and interventions technical and financial documents, did not provide a clear picture of the targeted 8th NSED objectives. Based on the initial review of interventions objectives, the team shared a simplified and re-constructed intervention logic, shown in Annex F.

Health sector

- Improved health coverage with a special focus on vulnerable groups and maternal and child health services and a geographic focus on Bolikhamxay, Khammouan and Vientiane province.

Local development sector

- Improved socio-economic situation and access to social services in three target districts in each of the provinces of Bokeo, Bolikhamxay, Khammouan and Vientiane.
- Local planning takes into consideration priorities and needs at village levels in line with the Sam Sang, three builds policy.

Vocational training in the tourism sector

- Lao youth from disadvantaged groups increasingly find gainful employment in tourism and hospitality.
- The quality of services in the Lao tourism sector is improved, which makes Lao PDR more attractive as a tourism destination and strengthens the contribution of the tourism sector to national economic growth.

Governance sector

- Law practitioners have a better understanding of their role in strengthening access to justice and contributing to the reinforcement of the rule of law.
- A strengthened legal culture in the country.

1.3 Approach and Methodology

The MTR was organised in three phases. During the desk review, the theory of change of the ICP IV was analysed (Annex F), evaluation questions were formulated based on the theory of change (see table 2), interviews were carried out with key stakeholders in Luxembourg, and a review of available documentation was carried out (Annex C). A field mission was conducted in November-December 2018; where partners, stakeholders and communities were interviewed in Vientiane Capital, Vientiane Province and Bolikhamxay Province (see Annex E). Following the mission to Lao PDR, data and evidence gathered were analysed and the MTR report was prepared.

Table 2: Evaluation questions

EQ1: relevance	To what extent has the ICP IV and its interventions responded and is responding to the Lao PDR Development Strategy and evolving needs of beneficiaries?
EQ2: effectiveness and impact – health	To what extent are the interventions in the health sector likely to bring the expected results (strategic approach) and contribute to the achievement of the main development indicators in the sector?
EQ3: effectiveness and impact – local development	To what extent are the interventions for local development likely to bring the expected results (strategic approach) and contribute to the achievement of the main development indicators in the sector?
EQ4: effectiveness and impact – TVET in tourism	To what extent are the interventions in the tourism sector likely to bring the expected results (strategic approach) and contribute to the achievement of the main development indicators in the sector?
EQ5: effectiveness and impact – governance	To what extent are the interventions in the governance sector likely to bring the expected results (strategic approach) and contribute to the achievement of the main development indicators in the sector?
EQ6: efficiency	To what extent are the modalities of implementation and monitoring of the ICP organised and managed efficiently?
EQ7: sustainability	To what extent are the benefits of the project interventions likely to be sustainable?

The MTR focuses on the 13 core interventions funded under the ICP IV in the four main sectors of intervention: health, local development, vocational training in the tourism sector, and governance. Furthermore, ongoing multilateral, regional and NGOs co-financed projects, which fall under the ICP IV strategically, but which are funded under other modalities, are covered in relation to relevance, coherence and complementarity of Luxembourg's Development Cooperation with Lao PDR. A sample of the five main interventions was selected for in-depth analysis:

- LAO 027: Lao-Luxembourg Health Sector Support Programme-Phase II
- Improving Reproductive Maternal and Child Health in Lao PDR Phase II (UNJP)
- LAO 030: Rural Development Programme
- LAO 029: Skills for Tourism - Human Resources Development in the Tourism and Hospitality Sector
- LAO 031: Support Programme for Legal Teaching and Training and to the Promotion of the Rule of Law Concept in Lao PDR

Challenges and Limitations

The main challenges and limitations encountered by the MTR were the following:

- Young age of projects, so intended results (outcomes and impacts) are only beginning to emerge and premature to fully assess, as are signs of the likelihood of achieving sustainability.
- Limited availability of outcome and impact level data – while most projects have monitoring frameworks in place, data on outcomes and impacts are not yet measured.
- Limited availability of in-depth and independent analyses – only one project (LAO/030) has been subject to a project-level review; and one project to a focus assessment (LAO/027). It was beyond the scope of the MTR to carry out full project-level assessments.
- Insufficient time to visit all targeted provinces, targeted provinces are diverse in nature.

2. Answers to the Evaluation Questions

The answers to the eight evaluation questions are provided in this chapter and supplemented by Annex B where the evaluation matrix is presented.

2.1 EQ 1 – Strategic Relevance

EQ1 - To what extent has the ICP IV and its interventions responded and is responding to the Lao PDR Development Strategy and evolving needs of beneficiaries?

The ICP IV's objectives are aligned with GoL development objectives and priorities. The 8th National Socio-Economic Development Plan (2016-2020) is the main document driving the GoL development strategy. The 8th NSEDP does not take a sector approach, however the sector interventions target GOL strategic development objective. Sector interventions are also aligned with the GoL sector strategies. Bilateral, multilateral/regional and NGO project documents all include an analysis of the context, the GoL strategy and needs.

Health sector objectives are clearly defined in the ICP IV and the programme and its interventions are aligned with GoL priorities and SDGs 3 and 5. A total of seven ongoing projects have been identified for a total budget of around EUR 41 million. Health, under ICP IV, is mainly supported through:

- a) The bilateral programme LAO/027 (*Lao-Luxembourg Health Sector Support Programme-Phase II*) project implemented by LuxDev and the Ministry of Health (MOH) with a budget of approximately EUR 25 million.
- b) and the UN Joint-Programme (*Improving Reproductive Maternal and Child Health in Lao PDR Phase 2*) implemented by UNFPA, UNICEF, WHO and the Ministry of Health (MOH) with a budget of approximately EUR 6.8 million.

LAO/027 is directly addressing the ICP IV's objective of: *“Improved health coverage with a special focus on vulnerable groups and maternal and child health (MNCH) services and a geographic focus on*

Bolikhambxay, Khammouan and Vientiane province". (ICP IV, 2015). The UNJP also addresses this objective, but partly works in different provinces (Savannakhet, Bolikhambxay, Bokeo). LAO/027's objective is to: *"Support the MOH in implementing the Health Sector Reform Framework 2013-2025, prioritizing access to quality MNCH services through the strengthening of health districts in the three central provinces"*. (LAO/027 Technical and Financial Document, 2017), while UNJP's objective is to: *"Improve reproductive health status and reduce maternal, neonatal and child mortality and morbidity including malnutrition in Lao PDR"* (UNJP proposal document, 2018) Both projects thereby contribute to the achievement of the following GoL priority as defined in the 8th NSEDP: *"Universal access to quality health care services", "Food security ensured and malnutrition reduced"*. Luxembourg's development cooperation is also contributing to one multilateral project implemented by the ILO to support National Health Insurance Coverage, which is also in line with GoL development strategy. The EUR 1.2 million NGO cardiology project appears less consistent with the overall ICP IV objectives as it does not have a focus on MNCH, nor is it implemented in the targeted provinces, but is aligned with GoL priorities as defined in the NSEDP (i.e. non-communicable diseases) and fills a gap in the existing support to the sub-sector, where very few development partners are engaged (MTR 8th NSEDP, 2018). Luxembourg's support in the sector contributes to the achievement of SDG 3 (*good health and well-being*) directly through the construction of health facilities and training of health workers, and indirectly through strengthening the health system in Lao PDR. It also contributes to SDG 5 (*gender equality*) through the provision of public services, infrastructure and promoting universal access to sexual and reproductive health and reproductive rights.

Local development sector objectives are clearly defined in the ICP IV and the programme and its interventions are aligned with GoL priorities and several SDGs. Local development under ICP IV is mainly supported through the large bilateral LAO/030 (*Local Development Programme for Bokeo, Bolikhambxay, Khammouan and Vientiane Provinces*) project implemented by LuxDev and the Ministry of Planning and Investment (MPI) with a budget of approximately EUR 23 million. In addition, Luxembourg is financing some small NGO projects (implemented by Caritas, ADA and Care) and a multilateral project (implemented by UNDP). LAO/030 is directly addressing the two expected local development sector results and covering the four target provinces under ICP IV, namely: a) *"Improved socio-economic situation and access to social services in three target districts in each of the provinces of Bokeo, Bolikhambxay, Khammouan and Vientiane"*; and b) *"Local planning takes into consideration priorities and needs at village levels in line with the Sam Sang, three builds policy"* (ICP IV, 2015). The objectives of LAO/030 are: a) *"Poverty levels in Lao PDR will be reduced"*; b) *"Hunger will end and stunting, and malnutrition will be reduced"*; and c) *"Sustainable environmental management will be secured through better land governance"* (LAO/030 Technical and Financial Document, 2017). It thereby contributes to the achievement of the following outputs of the 8th NSEDP: *"Sustained and Inclusive Economic Growth", "Integrated Development Planning and Budgeting"*; *"Improved Living Standards through Poverty Reduction and 3-builds implementation"*; *"Food Security Ensured and Incidence of Malnutrition Reduced"*; and *"Environmental Protection and Sustainable Natural Resources Management"*. While not specified, LAO/030 also contributes to the NSEDP crosscutting output: *"Public governance and administration enhanced – Decentralisation and local service delivery"*. Luxembourg's support contributes to the achievement of SDG 1 (*no poverty*), SDG 2 (*zero hunger*), and SDG 15 (*life on land*). Moreover, LAO/030 contributes to SDG 4 (*quality education*) through the construction of schools, SDG 5 (*gender equality*) through gender-sensitive approaches, SDG 6 (*clean water and sanitation*) through the construction/rehabilitation of water supply systems and latrines, and SDG 16 (*peace, justice and strong institutions*) and SDG 17 (*partnerships for the goals*) through its support for strengthening local governance. However, LAO/030 has so far not engaged significantly in sustainable environmental management but is planning to do so. The other projects in the sector contribute mainly to the first ICP local development sector result (*Improved socio-economic situation and access to social services*).

Skills for tourism objectives are clearly defined in the ICP IV and the programme and its interventions are aligned with GoL priorities and SDGs 4 and 8. Under ICP IV, TVET and tourism (vocational training in the tourism and hospitality sector) is exclusively supported through the large bilateral LAO/029 (*Skills for Tourism - Human Resources Development in the Tourism and Hospitality Sector*) project implemented by LuxDev and the Ministry of Education and Sport (MoES), with a budget of EUR 15 million, jointly funded by Luxembourg and Switzerland, each contributing EUR 7.5 million. LAO/029 addresses the two expected vocational training in the tourism and hospitality sector results, namely: a) “Lao youth from disadvantaged groups increasingly find gainful employment in Tourism and Hospitality”; and b) “the quality of services in the Lao tourism sector is improved, which makes Lao PDR more attractive as a tourism destination and strengthens the contribution of the tourism sector to national economic growth” (ICP IV, 2015). The overall objective of LAO/029 is “Promotion of sustainable and inclusive growth of the Lao PDR tourism and hospitality sector thereby contributing to poverty reduction” and the specific objective is “Graduates of improved and expanded tourism/hospitality technical and vocational education and training and skills development, including people from disadvantaged backgrounds, find gainful employment or pursue further studies in tourism/hospitality” (LAO/029 Technical and Financial Document (revised), 2017). It also contributes to the achievement of the following outputs of the 8th NSEDP: “Sustained and Inclusive Economic Growth”, “Improved Public/Private Labour Force Capacity”, and “Access to High Quality Education”. Moreover, NSEDP prioritises both tourism and TVET and means to deliver the intended outputs and objectives. Luxembourg’s support also contributes to the achievement of SDG 4 (*quality education*) and SDG 8 (*decent work and economic growth*).

Governance sector objectives and its interventions are aligned with GoL strategies and several SDGs.³

In the governance sector, the ICP IV primarily targets the GoL objectives of strengthening the legal system and enhancing the effectiveness of the public governance and administration. The main project in the sector is the LAO/031 (*Support Project to Legal Teaching and Training and to the Promotion of the Rule of Law Concept in Lao PDR*), with a budget of EUR 5 million. In addition, Luxembourg finances eight other projects, including three multilateral and two regional cooperation projects.

Project	Issues addressed
LAO/028: Strengthening the Capacity of the Ministry of Planning and Investment’s Department of International Development ⁴	Effectiveness of public administration
LAO/031: Support Project to Legal Teaching and Training and to the Promotion of the Rule of Law Concept in Lao PDR	Legal Education and Training
Inter-University cooperation between the University of Luxembourg and the National University in Lao PDR – Faculty of Law ⁵	Legal Education and Research
Consolidated Programme of Support to MPI for the Achievement of the Valuable Goals of the 7th & 8th NSEDP Support to the Roundtable Process	Effectiveness of public administration
Mekong River Land Governance Project in cooperation with the Swiss Agency for Development Cooperation (Regional Cooperation)	Land Governance Policy
Lao National Unexploded Ordnance Programme, Phase V-VI ⁶	Citizen security/risk management
Support to the Mekong River Commission	Regional governance with a focus on environment and livelihoods
Lao Social Indicator Survey (LSIS II) ⁷	Effectiveness of public administration
Cooperation between Lao Statistics Bureau and National Institute of Statistics and Economic Studies of Luxembourg (LLPS) ⁸	Effectiveness of public administration

³ Findings on interventions alignment with the ICP IV strategy are presented in EQ5 (effectiveness in the governance sector). Overall, interventions are aligned with the ICP IV strategy.

⁴ The project started under the ICP III and was extended till 2018 and re-budgeted in the ICP IV addendum.

⁵ Budgeted under the TVET budget line, however working with the LAO031, and therefore best classified under governance

⁶ The project was budgeted under governance in the ICP IV addendum, but it appears best classified under local development.

⁷ Budgeted under the Study Fund budget line, however best classified under governance.

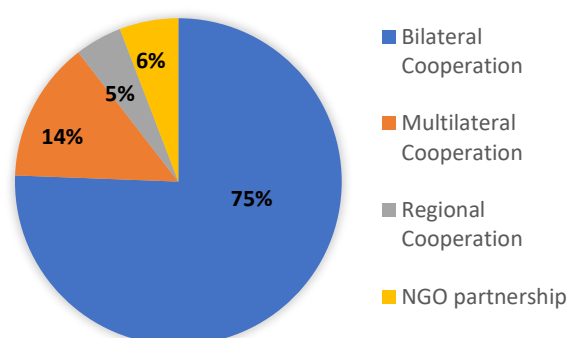
⁸ Id.

LAO/031 is aligned with, and aims at supporting, the achievement of the following objectives of the 8th NSEDP: a) *“Maintain Political Stability, Social Peace, Order, Justice and Transparency”* (8th NSEDP, 2015; ICP IV M&E framework, draft 2016; LAO/031 Technical and Financial Document, 2017); b) *“People’s rights are protected under the effective rule of law”* (8th NSEDP, 2015 based on the LAO PDR Vision 2030). While not specified, LAO/031 activities also appear to be in line with, and contribute to, the NSEDP crosscutting output: *“Justice”* (8th NSEDP, 2015). LAO/028 (*Strengthening the Capacity of the Ministry of Planning and Investment’s Department of International Development*), the contribution to the *UNDP Support to the Roundtable Process*, the support to the *Lao Social Indicator Survey (LSIS II)*; and the *Lao PDR – Luxembourg Cooperation Project in Statistics (LLPS)* are aligned with the 8th NSEDP objective of: *“Enhanced Effectiveness of the Public Governance and Administration”*. The two regional projects are in line with the NSEDP objectives of *“Regional and International Cooperation and Integration”*, and *“Environmental Protection and Sustainable Natural Resources Management”*. Luxembourg’s support in the sector contributes to the achievement of SD 4 (*quality education*), SDG 14 (*life below water*), 15 (*life on land*), 16 (*peace, justice and strong institutions*), and 17 (*partnerships for the goals*).

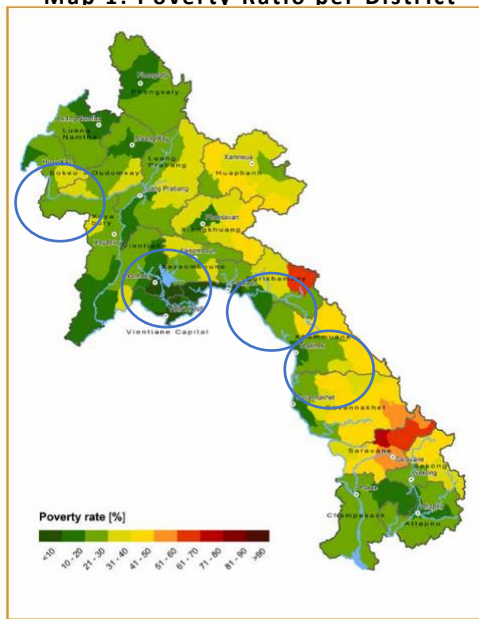
Sector strategies are consistent with Luxembourg’s Development Cooperation strategy and previous experience in Lao PDR. The choice of focal sector is consistent with Luxembourg’s Development Cooperation Strategy, which primarily targets social services: *“health, education, including professional training and integration, and integrated local development”*. Furthermore, Luxembourg has through earlier engagements developed a strong experience and solid partnerships in the targeted sectors. Luxembourg has been engaged in the health, local development and education and skills development sectors since 2003. Good governance was already addressed across interventions in other sectors but became a focal sector under the ICP IV, where Luxembourg targets the effectiveness of public administration and decentralisation, as well as the promotion of rule of law through legal education and training. This is fully consistent with Luxembourg’s Development Cooperation Strategy (2018) to support: *“i) effective public service delivery by providing demand-driven and targeted capacity building at all levels of government; ii) Decentralisation and de-concentration processes; iii) Relevant multilateral actors as well as academia and think tanks will be supported to develop domestic capacity and resilience at all levels of society”*.

The overall portfolio of interventions is consistent with Luxembourg Development Cooperation strategy to partner with multilateral and regional organisations as well as NGOs. Bilateral interventions compose around 75 per cent of the total investment within the ICP IV, while multi/regional cooperation represents 19 per cent. This is fully in line with the Luxembourg Development Cooperation strategy (2018), which is committed to *“uphold its long-standing commitment towards multilateral cooperation, while continuing to prioritise bilateral engagement”*. The share of NGO projects is at 6 per cent, which is a little under Luxembourg’s commitment to support NGO projects (interview, 2018), but the nature of projects is align with Luxembourg’s overall strategy of using NGOs to facilitate service delivery at grassroots level, although Luxembourg’s support to NGOs is less engaged in human rights and not systematically used as a strategy to strengthen civil society.

Figure 2: Distribution of committed funds per implementation modality under ICP IV



Map 1: Poverty Ratio per District



Sources: Authors' calculation based on 2012/13 LECS-5 and 2015 Lao PDR Census

The ICP IV's choice of focal provinces did not cover the poorest provinces. Nonetheless, the interventions targeted vulnerable groups and the poorest within these provinces; the poverty ratio in the districts and villages covered is high. Historically, development partner division of labour was organised geographically. Luxembourg's development cooperation focused on central provinces (Vientiane province, Bolikhamxay and Khammouan), and while these were not the poorest provinces (Lao Expenditure and Consumption Survey 5, 2012-2013), interventions targeted the "poorest districts" identified by the GoL (ICP II, 2007), and LAO/030 has used a set of criteria to select the poorest villages. Bokeo province was added in the ICP IV, which in 2012-2013 was confronted with an increasing poverty rate reaching 44 per cent (Lao Expenditure and Consumption Survey 5, 2012-2013). Furthermore, Map 1 indicates that there is still a high poverty ratio in the majority of districts in Bolikhamxay, and Khammouan, and in a few districts in Bokeo and Vientiane Provinces (LECS, 2015); thereby the ICP IV

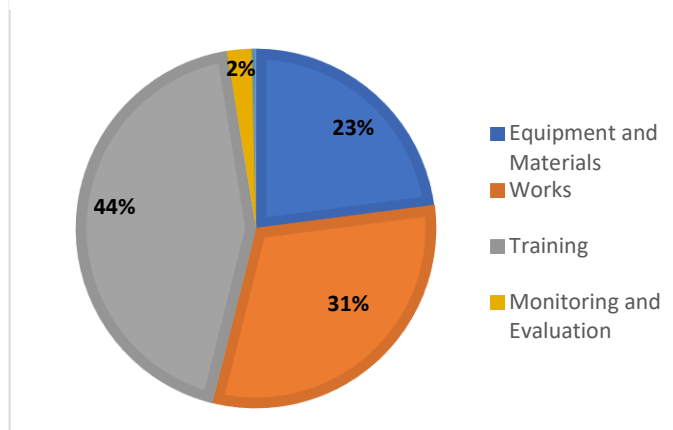
strategy remains relevant. As for the strategy of focal sectors, the long-term focus on three provinces has allowed Luxembourg to build a strong experience and partnerships in the targeted areas. However, some Lao partners suggested to focus on additional provinces through project expansion and/or replication.

The "software" component of bilateral projects has increased, which is aligned with the new Luxembourg development cooperation strategy.

The MTR of the ICP III highlighted that priority had been given to "hardware", i.e. infrastructure and equipment, with less investment in "software", i.e. capacity development and technical advisory. The spending under the portfolio of bilateral projects indicates that around 54 per cent of the budget is still allocated to hardware, mainly health under LAO/027 (around 30 per cent of the budget was allocated to hardware between 2014 and 2018) and social infrastructure (around 55 per cent of the budget was allocated to hardware between 2014 and 2018) under LAO/030.

Nonetheless, some projects (e.g. LAO/028, LAO/029 and LAO/031) mainly focus on software, and LAO/027 and LAO/030 also have a significant engagement in technical assistance and capacity development. Furthermore, hardware is much more expensive than software. The overall budget priority is thus consistent with the ICP IV strategy of increasing access to quality services (through the provision of infrastructure) and the Luxembourg Development Cooperation Strategy (2018) priority of "investing in and promoting capacity building through technical and scientific cooperation to support knowledge transfers, institutional and organisational development and sectoral reforms".

Figure 3: Disbursement ratio by type of activities (LuxDev project portfolio)



Conclusion: The ICP IV and its interventions are aligned with the strategic priorities of Lao PDR's Development Strategy as well as with its sectoral policies. Sector of interventions are well aligned with the main priority sectors of Luxembourg development cooperation. The choice of focus areas/themes

for the main bilateral projects is relevant and even though the targeted provinces are not among the poorest, the interventions take place in the poorest districts and villages in those focal provinces. The interventions are thereby consistent with Luxembourg development cooperation strategy, as they target the most vulnerable populations. Overall, the ICP IV's strategic relevance is strong, and Luxembourg development cooperation has built upon its strong experience and solid partnerships gained from earlier engagements, moving progressively from infrastructure building for access to services towards a more systemic approach including increased attention to and spending on capacity and organisational development.

2.2 EQ 2 – Effectiveness and Impact in the Health Sector

EQ2 - To what extent are the interventions in the health sector likely to bring the expected results (strategic approach) and contribute to the achievement of the main development indicators in the sector?

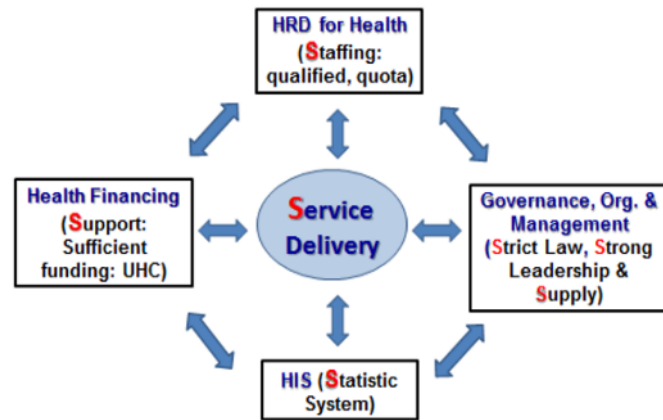
Luxembourg Development Cooperation demonstrated good flexibility in adjusting to the new health strategy and to ensure GoL ownership – significant changes were made to LAO/027 to ensure alignment with GoL system and policies. The initial design of LAO/027 (*Lao-Luxembourg Health Sector Support Programme*) was insufficiently aligned and harmonised with GoL policies and procedures. In response to this, the initial co-funding modalities were abandoned, an expanded human resource development component was formulated and re-budgeted, and support to the implementation of the National Health Insurance (NHI) was designed. LAO/027 was formulated in 2013, as a continuation and consolidation of LAO/017 (*The Lao-Luxembourg Health Sector Support Programme Phase 1* under ICP III), with a sequenced approach targeted at a) closing and consolidating activities of the first phase; and b) preparing the gradual hand-over of implementation responsibilities to the national counterparts and increasing co-funding of several key activities. Consultations were held on the potential co-funding mechanism between 2013 and 2015, and it became apparent that the expected level of GoL co-funding would not be met, nor was LuxDev's Operational Partnership Agreement mechanism (OPA) a co-funding modality aligned with GoL planning and budgeting systems. Furthermore, the Ministry of Health (MOH) did not have the capacity and required human resource to implement the incumbent programme⁹, which was the underpinning capacity strengthening for the gradual hand-over of implementation responsibilities to the national counterparts. Furthermore, GoL had finalised its Health Sector Reform Strategy, and better alignment of LAO/027 with a health system perspective was required. The project was then redesigned in 2016. While the main components of the LAO/027 remained, adjustments were made, such as a) the Joint Participatory Mechanism (JPM, a fund jointly provisioned by GoL and Luxembourg to finance mother, neonatal, and child health services) replaced the co-funding requirements, b) the capacity development component was expanded to the overall health system (i.e. provincial and district health offices and health facilities managers and workers), and c) the supported free healthcare packages (i.e. health equity fund and vouchers) were replaced by a support component to the national health insurance bureau. Overall, Luxembourg demonstrated a high degree of flexibility in redesigning LAO/027 to better adjust to GoL strategy, although it did not seize the opportunity to align with GoL's programming cycle¹⁰. Furthermore, as the co-financing agreement was not covered, and delays had conducted to overrun costs, an additional provision of approximately EUR 5 million was allocated to ensure sufficient funding for activities.

⁹ The incumbent component aimed at training MOH officials in the management of programme activities to enable them to assume a leading role in the implementation in the final years of HSSP II.

¹⁰ This may result in a need to adjust LAO/027 again, should new priorities emerge in the planning of the NSEDP in 2019.

There is a sound technical approach to achieving the expected objectives in the sector; intervention activities are designed to strengthen the operationalisation of GoL policies and strategies.¹¹ LAO/027 and UNJP (*UN Joint Programme*) identified activities to support the operationalisation of the Lao Health Sector Reform Strategy 2013-2025 (HSRS, 2013), as well as the National Strategy and Action Plan for Integrated Services on Reproductive, Maternal, New Born and Child Health 2016-2025. The HSRS identifies five main priority areas: a) human resource development, b) health financing; c) governance, organization and management strengthening; d) health service delivery and hospital management improvement; and e) health information system strengthening. Both LAO/027 and UNJP target these priority areas. LAO/027 has a comprehensive approach to supporting the Ministry of Health (MOH) in implementing the HSRS and seeks to achieve systemic change by cooperating with stakeholders at all levels (central, provincial, district and health facilities). To this end, LAO/027 has developed a comprehensive approach; supporting workforce management plans at central and provincial level, training provincial health departments on health system management, as well as enhancing health workforce skills at provincial and district health facilities through technical advisory input from its Thai nurses and midwives component, as well as its career development component (i.e. scholarship and out placement). Both LAO/027 and UNJP target quality service delivery, building on earlier phases under ICP III. The UNJP works on strengthening policies, guidelines for implementation and standards for Integrated Reproductive Maternal Newborn, Child Health, while LAO/027 has maintained the Thai nurse/midwives training component of LAO/015 to supervise and provide technical advisory inputs for the training of health workers and the implementation of quality service delivery in the newly built hospital in Bolikhamxay. Furthermore, PARECIDS (*Luxembourg – Lao PDR Partnership for Research and Capacity Building in Infectious Disease Surveillance II*) strengthens research for evidence-based decision making, contributing directly to priority areas one and five. Health financing is addressed by LAO/027 and the ILO *Support to the extension of Social Health in South-East Asia*, through the strengthening of the National Health Bureau at national, provincial and district level. LAO/027 has managed to increase GoL ownership through the set-up of the JPM. The JPM is led by a National Council (JPMNC), comprising representatives from MOH, the Ministry of Finance, and the Ministry of Planning and Investment (MPI). Furthermore, it is expected that external funds from other development partners will be directed to the JPM, and as such aligns with HSRS objective to develop programmatic funding platforms to increase efficient and targeted allocation of Official Development Assistance (ODA) in the sector.

Figure 4: Priorities areas of the Health Sector Reform Strategy (HSRS, 2016)



Donor coordination moved progressively from a geographical division of labour towards Health Sector Reform Strategy component-based support, leading to an increased harmonization. An analysis was conducted during project formulation process to determine development partners' engagement in the sector. Historically, Luxembourg's cooperation in the sector focused on central provinces, while the other major development partners (the World Bank, JICA and ADB) supported the GoL strategy in Southern and Northern provinces, conducting to a good division of labour. Representatives of the Embassy, LuxDev and the UNJP are present and contribute to the sector working

¹¹ The assessment of the effectiveness of LAO/027 considers the programme progress within the ICP IV timeframe, that is to say from 2016 and the redesign of the programme.

groups. Luxembourg's development cooperation modalities are also promoting coordination through the participation of other donors in the annual project steering committee, which provides an opportunity to share information and lessons learnt. The donor coordination has progressively moved from geographic division of labour towards complementarity in implementing the HSRS, which resulted in increased harmonisation. For example, the main development partners, including Luxembourg, were engaged in strengthening the overall health information system, using GoL's District Health Information System (DHIS-2). LAO/027 is engaged with projects supported by other development partners in human resource development and management at national level, following the MOH Decree of Nov. 2017 on the health reform strategy till 2030. The Provincial Health Workforce Development Plans developed under this programme component was used by ADB and WB in the North and South respectively (interview). Luxembourg is the leading development partner (in financial terms) within the EU Joint Programming framework. There is a common approach and good division of labour between EU and Member States vis-à-vis health system strengthening. Luxembourg, the EU and France are engaged in supporting research at the Pasteur Institute, and Luxembourg and the EU are co-financing an NGO project for strengthening service delivery at village level (CARITAS). However, although there is a strong coordination between development partners, the coordination between and among GoL agencies engaged in the sector is seen as a continuous challenge (interview). Luxembourg also contributed to increased coordination between GoL agencies through several interventions such as: a) the JPM, which according to the Lao counterpart supported an increased coordination between the MOH and the provinces; b) the financial support to WHO Universal Health Coverage (UHC) initiative, which resulted in the set-up of bi-annual meetings between Luxembourg, WHO, MOH, MOF and MPI for the planning and budgeting of the health sector.

There was complementarity between bilateral interventions and through partnership with the UN agencies, but the potential synergies with LAO/030 and NGOs for service delivery and outreach activities have not been given enough attention yet. There is complementarity between projects funded by Luxembourg, with interventions targeting different administrative levels (national, provincial, district, local health facilities), different technical inputs (policy, guidelines and standard strengthening, training, institutional strengthening, governance and research), as well as subsectors (Integrated Reproductive Maternal Newborn, Child Health; nutrition; immunisation, etc.). Mechanisms exist for increasing synergies, such as the representation of LAO/027, LAO/030 (*Local Development Programme for Bokeo, Bolikhamxay, Khammouan and Vientiane Provinces*) and PARECIDS in the UNJP Steering Committee and vice versa. Opportunities to cross-fertilise interventions have been identified by implementing partners, such as: a) the potential use of the UNJP integrated IRCM approach to strengthen service delivery and increase impacts; and b) the potential use of LAO/027 guidelines for district health office strengthening by UNJP for replication in Savannakhet and Bokeo. However, this has not yet materialised as the UNJP is at an early stage of implementation. Furthermore, partnerships with multilateral organisations provide an additional component on policy advice and advocacy. This is the case for the UNJP, which has a component on policy advice and advocacy towards reproductive maternal, neonatal and child health as well as youth friendly services. This is also true for the ILO project, which reinforces LAO/027 support to the health insurance coverage, through the setting of a Technical Regional Facility for policy support. Synergies between LAO/027 and LAO/030 were sought¹², but did not materialise, despite the opportunity to strengthen Luxembourg's support to health at village and community levels. Furthermore, there is no evidence that synergies have been sought with NGO projects. CARE implements a number of activities, including outreach activities for community

¹² A coordination strategy of health and rural development initiatives was formulated as agreed upon LAO/027 project Steering Committee Meeting (May 2014). It was expected that the collaboration will strengthen the poverty reduction and health outcomes in the target areas through support for: 1) Integrated PHC service delivery at village level; 2) Community participation, 3) Inter-sector coordination (Coordination Strategy, draft 2014)

level MNCH, and women economic empowerment in Phongsaly and Sekong provinces, and Caritas works in Xieng Khouang Province to establish partnership for community health, which are not targeted provinces. ADS is implementing a cardiology project in Vientiane capital.

The continued Luxembourg support in the central provinces led to initial improvements in access and use of health services. Expected results under ICP IV in the sector include both increased health coverage (availability of health services, quality services, and healthcare protection scheme) and improved mother, new born, and child health. Access to – and use of – health services has increased between 2016 and 2017 in the targeted provinces¹³:

- a) The percentage of institutional deliveries (i.e. birth at a health facility) has increased in the targeted provinces between 2013 and 2016 from 43.8 per cent to 46.8 per cent¹⁴ (National Health Statistic Report 2013-2016).
- b) Access to, and use of, health services have increased as evidenced by the growth of the monthly Inpatient Department (IPD) admissions from 85 in 2015 to 104 in 2017, and of the monthly Outpatient Department (OPD) admissions from 555 in 2015 to 662 in 2017 (LAO/027 Monitoring Manual, 2018).

Mother, neonatal, and child health was not monitored at provincial level prior to 2016. Based on the Lao Social Health Survey (2018), child and infant mortality ratios were within the national average in Vientiane and Bolikhamxay provinces, but much higher in Khammouan. Without monitoring report, it is difficult to quantify the contribution of LAO/027 to these improvements. These results are not isolated from past Luxembourg projects in the sector, nor from the interventions of other development partners in the targeted provinces. What can be determined is that the increased number of health facilities and provision of equipment from LAO/017 has according to interviewees facilitated access. The Thai nurses and midwives' supervision and training of Lao staff to ensure quality services, which started under LAO/017 is also perceived as essential for the improvements in getting patients to the hospitals. However, the most significant result highlighted by interviewees is the progressive expansion of free healthcare for mothers and children, to which LAO/027 and LAO/017 contributed through the Health Equity Fund in Vientiane province.

The projects funded by Luxembourg aim to reach vulnerable groups primarily through support to the health insurance and improved service quality but do not address directly the bottleneck that prevent vulnerable groups from seeking healthcare in the focal provinces.

Despite socio-economic progress, not all population groups are benefiting from improvements in healthcare. Mother and child mortality rates as well as stunting rates remain high in rural areas without road access. (Lao Social Indicators Survey, 2017)

It is unclear how the main ICP IV interventions tackle this issue within the targeted provinces. Overall, the ICP IV interventions are building up conditions for vulnerable groups to access health services (healthcare insurance, provincial and district infrastructures, service quality, policy dialogue/advocacy for health promotion), with a “supply-side approach” (Focus Assessment Report, 2016, UNJP project proposal, 2016). Vulnerable groups are mostly localised in rural areas, and

Photo 1: Bolikhan Health Center



¹³ The UNJP only started recently, so it is not possible to measure its contribution to the achievements of the main indicators at this stage.

¹⁴ Averages calculated from the National health statistics. These percentages can only inform trends, as the reliability of quantitative data remain low.

particularly in rural areas with no road access. They mainly belong to non-Lao/Thai ethnic groups. Targeting these groups, for which institutionalised birth is less than 50 per cent, and the mother, infant and child mortality ratios are much higher (Lao Social Indicators Survey, 2017), would require an emphasis on specific bottlenecks, such as behavioural changes, as well as presence of skilled workers at village level. The Focus Assessment Mission already emphasised this aspect: *“Strengthened health services do not result in higher utilization of health services. Most of LAO/027 activities are supply side activities based on the assumption that by providing facilities and services, people will come, without a lot of understanding of the demand side issues relating to health seeking behaviour.”* Still, CARE and Caritas are engaged in outreach activities at community level as well as in supporting village health committees with a focus on women from non-Lao/Thai ethnic groups. The UNJP also plans to conduct a review of potential delivery platforms of MNCH to support the MoH in planning and deploying community health workers in remote areas. However, these projects operate outside the ICP IV targeted provinces, except for Bolikhamxay. The fragmentation of interventions, which are complementary in their approaches, over different provinces may dilute the expected outcomes of improved maternal and child health of the poorest and most vulnerable groups.

The interventions in the sector are gender-sensitive, although there is no clear sector and programme level result framework. Gender aspects were considered at formulation stage. A gender analysis was conducted under LAO/027, and the project monitoring framework has disaggregated indicators. However, a clear gender action plan has apparently not yet been formulated, and no information is provided on how the project will ensure that women have priority access to training provided under the HSSP II. *The Focus Assessment mission noted that: “It was noted from the capacity training data were disaggregated by sex and ethnic groups (training of family doctors). These data were collected by the M&E and Human Resource Officer as an output of the training rather than intentionally encouraging the participation of women health staff or ethnic group health staff. The LAO/027 does not have gender and ethnicity guidelines to enhance participation of both women and ethnic groups. The gender of the health personnel is another important factor in encouraging the women to access health services”.* Nonetheless, the gender perspective in the health sector is strong. Luxembourg’s support aims at improving health with a specific focus on maternal and child health. The Thai nurses and midwives’ components ensure that women have access to safe and quality services. Furthermore, LAO/027 ensures that women have a free access to institutional delivery, including antenatal and postnatal examinations. The overall gender approach of the interventions in the sector is generally consistent with Luxembourg’s Gender strategy (2012, and gender aspect of the Health Strategy, 2014) and aligned with GoL’s Gender Strategy (2016). However, there is no clear results framework at sector level to monitor potential progress towards SDG 5.

Environmental impacts are considered under LAO/027. An environmental screening was conducted during the formulation of LAO/027. For hospital and health facility construction *“materials have been carefully selected to limit their environmental impact”.* (LuxDev Annual Progress Report, 2017) The design of the provincial hospital in Bolikhamxay addressed energy efficiency and the use of environment friendly materials. However, while waste disposal is monitored at health facilities, operational waste management plans for the hospital and health facilities supported by LAO/027 have not yet been adopted (Monitoring Matrix, 2018).

Photo 2: Newly built Bolikhamxay hospital



Overall conclusion: It is premature to assess the outcomes and impact of Luxembourg’s support to the sector under ICP IV. The main interventions in the sector have a sound technical approach and contribute to improving health coverage for vulnerable groups and maternal and child health. There is strong complementarity between interventions in the health sector and Luxembourg’s support has built upon the comparative advantage of various development partners (i.e. policy dialogue with the UN; service delivery with LuxDev, NGOs and EU; capacity and organisational strengthening with the UN, LuxDev, NGOs and EU) to improve health coverage in Lao PDR. While LAO/027 aims to make services widely available, there is also a strong focus on the quality and affordability to ensure increased accessibility to these services in Vientiane, Bolikhamxay and Khammouan provinces. The overall system approach, and in particular the JPM, has strengthened partnerships at national level and enabled better coordination between national and provincial levels. The JPM is also likely to contribute to instilling a culture of budgeting towards planned activities and prioritising funding, which is much needed in a context of sparse resources to finance the sector needs. As such, interventions in the health sector are likely to produce the expected outcomes. However, the extent to which Luxembourg’s support will contribute to improved maternal and child health of the poorest and most vulnerable groups will depend on partners’ abilities to draw upon lessons learnt on bottlenecks that prevent these groups to seek healthcare and adapt their strategies accordingly to further reach remote communities in the targeted provinces. The strong gender approach in the sector is also likely to strengthen the impacts on vulnerable groups and contributes to SDG 5.

2.3 EQ 3 – Effectiveness and Impact in the Local Development Sector

EQ3 - To what extent are the interventions for local development likely to bring the expected results (strategic approach) and contribute to the achievement of the main development indicators in the sector?

There is a sound technical approach to achieving the expected objectives, building on the approach, lessons and structures of previous programming – project activities are designed to strengthen the operationalisation of GoL policies and strategies. LAO/030 (*Local Development Programme for Bokeo, Bolikhamxay, Khammouan and Vientiane Provinces*) supports the operationalisation and implementation of the 2012 Three Builds (Sam Sang) Policy for decentralisation and devolution of decision-making, by engaging in enhancing the planning and implementation capacities, especially at provincial, district, and village levels. The project is, based on a capacity diagnosis and capacity development plan, enhancing the capacities of provincial planning departments to lead and coordinate development, and by working with both planning departments and line departments, promoting an integrated approach to development planning and thereby addressing the weaknesses in cross-sectoral collaboration (NSED P MTR, 2018). LAO/030 also contributes to enhancing the capacities of provincial and district levels to plan and oversee the construction of social infrastructure for basic service delivery (mainly schools and water supply systems) in line with the Sam Sang Policy. Villages are engaged in analysing their opportunities and challenges and developing village development plans, in community-based implementation of small infrastructure, and in community-based credit schemes used mainly for economic activities, thereby potentially contributing to the promotion of entrepreneurship. The project specifically targets the poor through the selection of villages based on poverty status, disaggregating villagers based on wealth to ensure the poorest are also heard in the identification of village projects, selection of village projects by secret balloting, and the planned implementation of pro-poor interventions (such as through grants for social purposes and emergency grants, e.g. for recovery after loss of assets). Implementation is aligned with Government systems and most of the budget and procurement is managed by local Government (provinces and in Bolikhamxay districts) and villages, following Government procedures. Thereby, LAO/030 contributes directly to operationalising and implementing the objectives of the NSED P. LAO/030 is also contributing to strengthening

governance at the local level. The emphasis on using Government systems and community-led processes have already under LAO/021 (*Bolikhamsay Livelihood Improvement and Governance Project*, funded under ICP III) proven conducive for ownership. Moreover, LAO/030 provides policy advice to GoL at central and provincial levels, e.g. under the recently approved Governance/government capacity development DAFI (delegation agreement for funds and implementation) and through support to the Sub-sector Working Group for Rural Development, but this has not fully commenced yet. A risk assessment and a problem analysis were carried out during the design of LAO/030, and a risk management plan is included in the project information management system. An important feature of LAO/030 is the inbuilt flexibility, which allows the project to address the specific needs and priorities of the individual target village (identified in their village development plans) as well as to emerging issues and opportunities at the provincial level.

Donor coordination in the sector worked well and no cases of overlaps, duplication or contradiction were found. At the central level, Luxembourg engages proactively in enhancing donor coordination and the Embassy of Luxembourg has since end 2017 co-chaired the Sub-sector Working Group for Rural Development. LAO/030 facilitates the work of the working group by providing technical and logistical support to the Department of Rural Development and Cooperatives, which acts as secretariat for the working group; LAO/030 also contributed to the establishment of the working group. Moreover, LAO/030 has supported the Department of Planning and Investment (DPI) in organising provincial development partner coordination meetings in all four provinces. An analysis was conducted during the LAO/030 formulation process, to determine the engagement of development partners in the sector. Historically, Luxembourg's engagement in the sector was focused on central provinces (Bolikhamsay, Khammouan), while the other major development partners focused on Southern and Northern provinces. However, with LAO/030, support was expanded to two new provinces (Vientiane and Bokeo); Vientiane Province was selected due to an existing long-term presence of LuxDev and the presence of poor upland villages, and Bokeo was selected due to high level of poverty and a limited presence of other development partners. To avoid overlaps, one of the criteria used for village selection (in addition to the poverty status) was that no other major donor support was given to similar work (no other major donors were operating in the districts visited by the MTR team). Luxembourg is a major development partner within the EU Joint Programming framework, and there is a good geographic and thematic division of labour between EU and Member States vis-à-vis agriculture and rural development. While France, Switzerland and Germany are co-piloting a programme-based approach for upland's development, Luxembourg is more engaged in the EU Joint Programme's Strategic Objective 4 "*Improved service delivery in rural areas*". Luxembourg was involved in the formulation of the EU agriculture and rural development strategy (interview), but there is no joint financing of projects in the sector between Luxembourg and other EU Members States.

Synergies between projects funded by Luxembourg were sought – significant benefits were achieved in some cases, but in other cases the costs appear higher than the benefits. LAO/030 builds on the lessons and approaches from LAO/021 and on the structures and capacities built by LAO/021 in Bolikhamsay. LAO/021 was a successful project, which achieved good results (Final evaluation of LAO/021), and the partnerships built in Bolikhamsay provided an excellent starting point for LAO/030. LAO/030 has further refined the approach of LAO/021, e.g. with a strengthened approach to local governance, village development plans, and engaging with MPI at the national level. Moreover, LAO/030 is upscaling the approach in three additional provinces. However, LAO/030 also took over from LAO/024 (*Khammouan Local Development Project*, funded under ICP III) in Khammouan Province, but this has proven more of a cost than a benefit for LAO/030, due to a different approach, especially since LAO/030 has been obliged to carry over the implementation structures, plans and practices of LAO/024 (LAO/030 MTR, 2018). Upon request from the Ministry of Foreign Affairs of Luxembourg, significant effort has been put into establishing cooperation between LAO/030 and Caritas and ADA, two NGOs implementing projects funded by Luxembourg, and both NGOs will receive funding from LAO/030 to implement activities. ADA provides microfinance advisory to LAO/030 based on its

experience. However, the scope for cooperation with Caritas was not obvious, since the NGO operated in different areas than LAO/030 and thus did not have a presence to build upon, and it was a time-consuming effort for both LAO/030 and the NGO to identify possible areas for cooperation and develop the interventions. Moreover, this meant a diversion of both financial and staff resources from LAO/030 and staff resources from Caritas; Caritas has had to recruit an additional officer to manage the small add-on project to LAO/030. The cooperation with Caritas is likely to yield some benefits in the future, but the cost-benefit ratio appears not entirely favourable. LAO/030 and LAO/029 (*Skills for Tourism - Human Resources Development in the Tourism and Hospitality Sector*) are currently in dialogue in relation to possible synergies related to TVET and handicraft production for selected villages in Vientiane Province. In relation to LAO/027 there is limited direct cooperation. LAO/030 is cooperating with the UN Joint Programme (UNJP) in Pha Oudom District (Bokeo Province) with LAO/030 contributing to water, sanitation, hygiene and nutrition interventions, and providing data and information.

Results (outcomes and impact) have not yet materialised, as implementation is still at a relatively early stage. Implementation of LAO/030 started 1 January 2017 with a nine-month inception phase, where project implementation and management structures were established, staff recruited, and equipment procured. Activities are approximately one year into implementation.

Improvements in development planning can only be ascertained during the next Government planning process, but village-level development planning has already been significantly improved in targeted villages. The Government planning cycle is five years, and the formulation of the 2021-25 provincial and district plans will commence in 2019. Hence, LAO/030 is currently aligned to the 2016-20 development plans. Capacity development and technical advisory for Government at national, provincial and district levels have commenced, but is not fully operational yet, since the Governance/government capacity development DAFI (delegation agreement for funds and implementation) has only recently been approved. Nonetheless, the planning at village level has made good progress, LAO/030 has facilitated the development of improved village development plan guidelines and format (which have been endorsed by MPI), village representatives have been trained and capacities enhanced, and village development plans of good quality have been finalised for 180 villages (79 per cent of the 229 target villages) and the process is ongoing in the remaining villages.

Local governance, including land governance has so far mainly been addressed at village level. Land governance is a sensitive political economy issue and a major challenge for several upland communities. Major obstacles for communities include loss of land to concessions given to (mostly foreign) investors, policies that dissuade shifting cultivation while there are few viable and sustainable alternatives, and establishment of trade monopolies for cash crops leaving farmers with little opportunity to negotiate fair prices. Moreover, extension services reportedly tend to focus on selected cash crops rather than promoting diversified and resilient smallholder agriculture. These challenges also contribute to land degradation. Land governance is thus critical to address in order to ensure pro-poor local development planning and economic development. LAO/030 intends to strengthen local governance, including land governance; which the project sees as critical to ensure that any engagement in economic development and income generation does not lead to unintended negative impacts. However, work on these aspects has not commenced yet (since the governance DAFI was only recently signed) and since the project intends to complete village development plans and enhance village awareness first, and capacity development has so far mainly focused on enhancing administrative, financial management and technical capacities (e.g. GIS, data management, strategic environmental assessment, poverty assessment, procurement and oversight of contractors). These technical capacities are important enablers of improved local governance and highly appreciated by Government stakeholders at central, provincial and district levels. However, the political economy of land governance cannot be addressed exclusively at the technical level, but the data and capacities established will provide a foundation for later engagement at the decision-maker level. However, the

project design does not provide a clear strategy for how to engage in land governance (one reason being that the land law has not been passed yet) and an approach and activities have not yet been identified (LAO/030 MTR, 2018). Nonetheless, the village development plan process has enabled villages to identify their key development needs and priorities, challenges and opportunities, which in turn will enable them to better engage in dialogue with government and express their needs and concerns.

The readiness of villages to plan and manage development activities has been established under LAO/030, but till now only few community-led development activities have commenced. Accounts have been set up for village development funds (VDF), funds have been disbursed (total allocation EUR 6 million for 229 target villages with 150,000 people), village development committees have been capacitated and activity plans have been prepared, but the implementation of village development projects has not yet commenced. Village development committees demonstrate a high degree of ownership and capacity to manage VDFs and the implementation of VDF projects. (LAO/030 MTR, 2018). 47 village banks established under LAO/021 in Bolikhamxay are supported. Village credit schemes have not yet been expanded to the new villages targeted by LAO/030, and this will ultimately depend on the specific context and interests of the individual village. VDFs can be used for both credit schemes for economic activities (e.g. agriculture, trade) and village grants for small infrastructure (e.g. latrines, tin roofs).

The intended improved access to social services has been addressed through the construction of social infrastructure, but the non-infrastructure side of social service access has so far not been directly addressed. LAO/030 is constructing social infrastructure, mainly schools and water supply systems, but also in a few cases other types of infrastructure (e.g. small bridges, upgrading of selected village road sections, irrigation weirs). 58 infrastructure projects are completed or under construction; tendered by Government and management by the relevant line/technical department at provincial or district level. An additional 92 projects are under design and scheduled for implementation in 2019. LAO/030 provides the infrastructure, but it is then up to the relevant Government departments (e.g. Department of Education) to utilise the infrastructure and provide the social services (e.g. teachers, school materials) and ensure its quality; this is outside the scope of LAO/030, so the achievement of the objective of improving access to social services hinges to a large degree on factors outside the control of the project, although the provision of teachers by the Government is a condition for the construction of schools. LAO/030 also intends to provide services such as vocational training, scholarships, and education materials under the VDF component and based on community priorities, but this has not commenced yet. Moreover, LAO/030 focuses on specific types of social infrastructure, whereas the objective is broader/more general in its definition, this focus is due to a) that health infrastructure is covered by LAO/027, and b) roads are prohibitively expensive and there is a risk that improved road accessibility with the above described land governance challenges can enhance land grabbing, deforestation and land degradation.

Photo 3: School in construction in Phadai Village, Bolikhan District, Bolikhamxay Province



Both the social and the economic side of improving the socio-economic situation are addressed, albeit with more priority given to social than economic infrastructure. The infrastructure construction is mainly focused on social rather than economic infrastructure due to Government and community priorities and the high cost of irrigation. In terms of the VDFs, the balance between social/community services (e.g. water, roads, latrines, tin roofs) and livelihoods/economic activities (e.g. agriculture, livestock, small enterprises/trade, market access) is in general good, in Bokeo there is a strong livelihood focus in the planned VDF activities, and there is also a good balance between the two in Bolikhamxay, but in Khammouan the focus is on social services (the current plans a remnant from LAO/024) (LAO/030 MTR, 2018). The project is wary towards engaging in agricultural extension, due to the above-described risks associated with land governance and the political economy, and since the main bottlenecks for the communities are seen as related to value addition and market access rather than agricultural production.

Implementation is generally gender-sensitive, but a full gender mainstreaming strategy for the sector has not been established yet. Gender concerns are integrated in LAO/030's project implementation manual and indicators when it comes to governance and community-development components, and the social infrastructure (education, water supply) is a priority for community women. Women and marginalised groups have a say in the village development planning and priority-making through gender- and wealth-disaggregated discussion groups coming up with proposed projects, and the selection of priority projects is done through secret ballots. Moreover, 76 per cent of all beneficiaries are from non-Lao/Thai groups. However, the projects proposed by women tend to receive less priority than those proposed by men, according to the project MTR of LAO/030, but the CTA disputes this (LAO/030 MTR, 2018). Project activities related to education/schools, water supply, and sanitation benefit women. While the interventions in the sector have a strong potential to increase programme impacts in this area (e.g. eliminating violence and discrimination against women and girls, ensuring women's full and effective participation and equal opportunities, giving women equal rights to economic resources, as well as access to ownership and control over land and other forms of property), a clear results framework has not been formulated in the ICP IV. This also limits the possibility to monitor potential progress towards SDG 5 (gender equality) at a strategic level.

Environment is in general mainstreamed albeit with room for further improvement, and is planned to be further addressed, but climate change is not adequately addressed. LAO/030 has sustainable environmental management as a stated objective. This objective is linked to land governance, which has not yet been addressed. The project intends to engage in environmental sustainability as part of its technical advisory for governance and through the promotion of sustainable land management and community-based natural resource management, e.g. in cooperation with biodiversity conservation projects. Some capacity development on strategic environmental assessment (SEA) has been conducted and more is planned. The village development plans have brief/superficial sections on environment. Infrastructure projects and VDF activities undergo environmental screening but are not screened vis-à-vis climate resilience. Agreements are reportedly made with communities regarding the protection of the water catchments for the water supply schemes. Some infrastructure projects have had minor negative environmental impacts, that could have been avoided (LAO/030 MTR, 2018). Overall, the integration of environment and climate change in the project design and implementation was not found entirely sufficient by the project mid-term review, but this is disputed by the CTA. (LAO/030 MTR, 2018).

Conclusion: It is premature to assess the outcomes and impact of Luxembourg's support under ICP IV to the sector, but the successful experience with LAO/021 (predecessor of LAO/030) indicates a high probability of achieving positive impacts with the approach taken. LAO/030 is well designed and implementation is progressing well. It is thus likely to contribute to the expected results, i.e. a) improved local planning and implementation of plans, b) improved access to social services and c) enhanced capacities of communities to identify and address their needs and challenges. As such, it is

anticipated that LAO/030 will improve local governance through the promotion of participatory, transparent and cross-sectoral processes for local development planning. The project is also likely to contribute to an improved economic status of villages, but this impact will probably be more pronounced in locations where income generating VDF activities are planned. The extent to which LAO/030 will contribute to improved and more pro-poor local (land) governance and to increased environmental sustainability remains to be seen.

2.4 EQ 4 – Effectiveness and Impact in the TVET Sector

EQ4 - To what extent are the interventions in the tourism sector likely to bring the expected results (strategic approach) and contribute to the achievement of the main development indicators in the sector?

There is a sound technical approach to achieving the expected objectives – LAO/029 works within the national TVET system, which it seeks to strengthen. LAO/029 (*Skills for Tourism - Human Resources Development in the Tourism and Hospitality Sector*) has a comprehensive approach to TVET with four components seeking to improve TVET quality, increase the scale/outreach and variety of TVET offered, provide vulnerable people with TVET in order to give them new employment opportunities, and improve the governance of TVET. LAO/029 seeks to achieve systemic changes by cooperating with stakeholders at all levels in both Government and the private sector. At central level, LAO/029 works with the Ministry of Education and Sport (MoES) on the policy/legal/regulatory framework (e.g. the National Qualifications Framework), institutional capacity and sector coordination, and with the Ministry of Labour and Social Welfare (MoLSW) on establishing labour market information system to inform curricula development and ensure TVET responds to market needs. At the sub-national level, LAO/029 works with 16 (out of 17) public provincial TVET colleges and one private college to improve education quality (e.g. curriculum development, training of teachers, training facilities and equipment) and with the non-formal education sector to provide training to vulnerable people. LAO/029 also engages with private sector representatives to get their inputs on labour market needs and for job creation for vulnerable people. Capacity development under LAO/029 is based on training needs analyses (so far done for two departments, in MICT (Ministry of Information, Culture and Tourism) and MoLSW). The comprehensive approach utilised is appropriate and conducive for achieving systemic changes, including establishing nationally agreed curricula and diploma programmes and a TVET system that takes departure in the labour market demand. But at the same time the engagement with a large number of stakeholders across the sector is a major challenge, such as difficulties with following up on implementation in 16 provinces and limited ability to engage more deeply with colleges.

Donor coordination in the sector worked fairly well and no cases of overlaps, duplication or contradiction were found. The coordination between Switzerland and Luxembourg vis-à-vis the joint support for LAO/029 is good. For example, LAO/029 only produces one set of technical and financial progress reports which are accepted by both donors. Switzerland is also co-funding the VELA-TC (Vocational Education in Lao PDR Technical Cooperation, implemented by GIZ) project together with Germany. The joint programming facilitates the coordination and coherence of European donors (EU Joint Programme Mid-term Report, 2018) potential in the policy dialogue with MoES (e.g. in terms of joint messaging). The TVET Department of MoES is in addition to LAO/029 supported by VELA-TC (ended in 2018), VELA-FC (VELA Financial Cooperation, funded by KfW, ended first quarter of 2019), and an ADB project (other development partners in TVET include Korea, Japan (JICA), UNDP). The donors and projects make an effort to ensure there are no overlaps/duplication in their support e.g. by engaging in different areas of TVET (LAO/029 is the only project specifically focusing on TVET for tourism), but coordination has reportedly worked better with VELA than with ADB. Switzerland is the lead development partner on behalf of the European donors (Luxembourg, Switzerland, Germany). However, despite attempts, there is no coordination with regional actors (from Southeast and East Asia) supporting the sector. The TVET Department of MoES and Switzerland co-chair the sub-sector technical

working group on TVET, which is a fairly new platform (established in 2017) for policy dialogue on TVET with MoES. The Embassy of Luxembourg has participated proactively in the working group meetings, but unlike the Swiss Embassy and the EU Delegation, it does not have technical staff to follow the dialogue. LAO/029 provides technical information to inform the policy dialogue on topics like the importance on understanding and labour market needs and addressing these in TVET.

Synergies between projects funded by Luxembourg were sought, mainly in relation to building on and learning from, earlier support. LAO/029 builds on the lessons and approaches from LAO/020 (*Strengthening of Human Resources in Hospitality and Tourism*, funded under ICP III) in terms of: a) expanding and upscaling education and training programmes developed under LAO/020 (LAO/029 Technical and Financial Document (revised), 2017), b) providing some assistance to Lanith (Lao National Institute of Tourism and hospitality, established by LAO/020) and its planned merger with the Pakpasak Technical College, and c) utilising Lanith for the provision of specific trainings; Lanith is technically one of the strongest providers in LAO PDR of TVET in tourism in terms of education quality. However, where LAO/020 focused specifically on the establishment and functionality of Lanith, LAO/029 takes a broader and more systemic approach to the sector, seeking to strengthen the existing setup for TVET in the tourism and hospitality sector at all levels (e.g. by working with key ministries and with all 16 public TVET colleges) and specifically seeking to reach vulnerable people – thereby seeking a much broader impact on the sector. LAO/029 is the only ongoing project in the sector funded by Luxembourg, but LAO/029 and LAO/030 (*Local Development Programme for Bokeo, Bolikhamxay, Khammouan and Vientiane Provinces*) are currently in dialogue in relation to possible synergies related to TVET and handicraft production for selected villages in Vientiane Province.

Results (outcomes and impact) have not yet fully materialised, as implementation is still at a relatively early stage. Implementation of LAO/029 started on 1 September 2016 with a 14-month inception phase (the inception phase was extended to align reporting with the calendar), where project implementation and management structures were established, staff recruited, and equipment procured. Nonetheless, while the inception phase formally ended on 31 December 2017, activity implementation had started already during the inception phase. Students with the new diplomas introduced have not graduated yet, but participants in shorter trainings have already graduated and obtained employment.

Initial improvements have been achieved in relation to the governance of TVET for tourism – but their effectiveness is yet to be seen. Capacity development (e.g. training and exposure visits for staff) at MoES, MoLSW and the MICT has been provided by LAO/029 on different topics. LAO/029 provided technical advisory inputs to the revision of the TVET Law, which improves the regulatory framework and institutional mandates. A national labour market information survey was carried out for the tourism and hospitality sector, which together with labour market bulletins is informing the public and private stakeholders about labour market needs, as inputs to informed decision-making regarding TVET policies, plans and curricula. Moreover, a labour market information system with MoLSW is being piloted with the relatively newly established Labour Market Information System Division (LAO/029 has provided equipment and training at central and provincial levels) and will be upscaled in 2019. The labour market information system is seeking to obtain information from the private sector (e.g. hotels and restaurants) and Lao/029 is also promoting enhanced cooperation between the public and private sector, e.g. by providing advice for MoES on how to establish public-private partnerships. However, the extent to which the labour market information will be used by GoL in decision-making is yet to be seen. Moreover, a Tourism Training Financing Facility is under establishment with support from LAO/029 and expected to become functional in 2019 as an instrument to address the financing gap and to better reach vulnerable people.

Luxembourg’s support to the sector has delivered tangible improvements in the quality and variety of TVET offered.

LAO/029 has facilitated the development of new tourism and hospitality diplomas (in housekeeping, food production, food and beverage services, tour operating) based on labour market requirements, which are aligned to ASEAN standards and offered in the 16 public TVET colleges and one private TVET school; these are the first nationally agreed tourism and hospitality TVET programmes in Lao PDR. As of October 2018, 938 students were enrolled in these new diploma programmes. In addition to the diploma level education, shorter term programmes were supported: 766 employees in the tourism and hospitality sector completed LAO/029 facilitated upskilling trainings. 121 participants were trained on basic tourism and hospitality skills offered by Non-Formal Education Departments of MoES, and more than 500 people were trained in customer service and food hygiene by the Institute of Mass Media, Culture and Tourism. LAO/029 has also supported short courses delivered by non-state actors (private providers and NGOs); these courses have high graduation rates and tracer studies indicate that 91 per cent of participants gain full-time employment three months after course completion. In total, 2,044 people are being or have been trained with LAO/029 support see figure 6). To deliver these results, LAO/029 has provided 268 teachers and trainers with pre-service and in-service training. TVET colleges have been provided with some support for renovation of class-rooms and equipment, but this has not been a main thrust of LAO/029, although a training facility is established at the Vang Vieng campus in Vientiane in cooperation with UNOPS. Moreover, LAO/029 has supported curriculum development and the translation of ASEAN competency standards and manuals to Lao. LAO/029 reports satisfaction of both training participants and employers with the trainings provided. (LAO/029 annual progress report, 2018)

Photo 4: Students participating in cooking class, Pakpasak Technical College



Luxembourg’s support has reached vulnerable groups, but it is challenging to generate employment for them at a larger scale in the tourism and hospitality sector. LAO/029 specifically aims at reaching people with disadvantaged backgrounds and enabling them to pursue employment opportunities in the tourism and hospitality sector. For example, the Tourism Training Financing Facility will fund TVET for people with disadvantaged backgrounds. 80 per cent of the 2,044 already trained with LAO/029 support come from disadvantaged backgrounds. The high percentage of employment by graduates achieved so far demonstrates that there is opportunity for vulnerable people to gain employment in the sector. However, the potential to generate jobs in the tourism and hospitality sector for vulnerable people at a larger scale is limited by a number of challenges. The sector has not experienced growth, but rather a small decline, so there is seemingly more scope for improving the quality of jobs in the sector rather than significantly increasing the number of jobs, at least in the short term. Moreover, tourism is concentrated in a few locations of Lao PDR (e.g. Luang Prabang and Vientiane, although tourism may be expanded into some new locations, and the ability to work in the sector would for many people require a willingness to relocate. Hence, the ambition of all provinces to use tourism as a lever for job creation and poverty reduction (since there are few other options in many provinces) appears overoptimistic, and the provision of tourism TVET in all 16 provincial colleges appears not entirely cost-effective. Moreover, the level of education of vulnerable people is often low, which poses limitations on what kinds of training they can be provided with (non-formal education is more feasible than diplomas) and what types of jobs they can pursue, whereas many jobs in the sector require a certain level of education, such as English language knowledge. On the positive side, tourism and hospitality enterprises in Lao PDR are labour intensive. Acknowledging these challenges, LAO/029 is mainly targeting people from disadvantaged backgrounds through non-formal training, for example

mobile trainers provided through the Government system travelling to villages, but the skills of the trainers available are often low and quality and relevance of the training is thus often an issue, and the potential for income-generation from tourism and hospitality is limited in many or most rural and remote locations. LAO/029 is also investigating options for supporting skills creation in handicraft production, also as a means to generate employment outside the main tourism locations. Another example is the engagement with the private sector for the training of street vendors in Vientiane. Moreover, LAO/029 has attempted to partner with NGOs that work with vulnerable groups, but with limited success to date.

Implementation is generally gender-sensitive, but gender mainstreaming remains a challenge. The majority of people employed in the tourism and hospitality sector are women, but there is a difference in the types and level of jobs held by women and men, respectively, with women underrepresented in the higher levels of the hierarchy. 76 per cent of the training participants reached by LAO/029 so far were women, as were 88 per cent of the participants in teacher trainings (LAO/029 Annual Progress Report, 2018). Gender stereotypes and gender equality are addressed in the training and promotional materials produced by LAO/029. LAO/029 has a gender action plan but reports that the mainstreaming of gender equality remains a challenge. For example, women were trained as gardeners (a job typically done by men), but the trained women struggled to find jobs and reportedly found gardening too physically demanding. All survey and monitoring data are gender disaggregated. LAO/029 intends to train women on supervisory management, to address their underrepresentation in manager positions, but has not yet been able to identify a training provider.

Environment is mainstreamed into project activities, but the scope for this is somewhat limited. Overall, LAO/029 finds that there are limited opportunities for addressing/mainstreaming environmental issues in the implementation. Nonetheless, environmental issues are integrated mainly at the diploma level, for example, the diploma on hotel gardening includes training on organic vegetable production, and the diploma on food production includes training on waste separation and recycling of organic waste. Environmental issues are also covered in the translation of the ASEAN Common Competency Standards. Environment is not addressed to the same extent in basic trainings, although some basic issues such as recycling of food waste are included. Moreover, an upskilling training programme on ecotourism has been provided for tour guides, but this has only been provided to 12 participants. The design of the training facility at Vang Vieng is according to UNOPS regulations, which include environmental standards. (LAO/029 Annual Progress Report, 2018)

Conclusion: It is premature to assess the outcomes and impact of Luxembourg's support under ICP IV to the sector, but LAO/029 is well designed and implementation is progressing well and has already made improvements to the quality and variety of TVET in tourism and hospitality, based on the labour market needs. Early evidence suggests a likelihood of achieving impact in the form of high employment rates for the people educated/trained. The project has so far demonstrated a good ability to reach people from disadvantaged backgrounds, but the potential for generating larger scale job creation in the tourism and hospitality sector is uncertain given constraints related to sector growth and the geographic concentration of the sector in a few locations in Lao PDR. LAO/029 is also likely to contribute to improvements to the governance of TVET, but the extent of such improvements remains to be seen.

2.5 EQ 5 – Effectiveness and Impact in the Governance Sector

EQ5 - To what extent are the interventions in the governance sector likely to bring the expected results (strategic approach) and contribute to the achievement of the main development indicators in the sector?

Luxembourg has developed a sector strategy for governance, but the governance portfolio remains fragmented. The ICP IV framework in the governance sector is an attempt to encompass several projects around the objective of achieving “*governance based on the rule of law*”. However, the ICP IV results framework primarily focuses on the promotion of the rule of Law. As such only LAO/031 (*Support Programme for Legal Teaching and Training and to the Promotion of the Rule of Law Concept in Lao PDR*) and the Inter-University Cooperation appear to directly contribute to the sector expected results. Though, governance is also addressed through the support to: a) capacity development for results-based management across the other sectors, b) ensuring efficiency of the public administration (LAO/028, LLPS, UNDP Round Table Process), c) strengthening policy dialogue for land governance (RMLG); and d) strengthening local governance (LAO/030). While it is challenging to cover all Luxembourg’s interventions in a single, coherent sectoral approach, the ICP IV interventions are addressing more than promoting the rule of law and are, more broadly, part of promoting good governance. Interventions are covering various elements of good governance, promoting equitable and inclusive, effective and efficient, transparent and accountable, and participatory state administration, which are not fully reflected in the results framework. Components of strengthening a rights-based state in Lao PDR, mentioned in the ICP IV document, such as support “*to follow up on the recommendations made during the second universal periodic review (UPR) and in favour of the implementation of other international commitments related to human rights*” have not yet fully materialised, although mechanisms for dialogue and consultation have been set within the framework of LAO/031 and LAO/031 conducted joint activities with the EU CEGGA such as the “*Training Programme Course on International Law and Human Rights*”.

A framework for donor coordination in the sector is established and no cases of overlaps, duplication or contradiction were found, but synergy opportunities are not fully capitalized upon. In a challenging sector, the EU Joint Programming appears as an opportunity to further position Luxembourg Development Cooperation in the sector. Mechanisms for coordination in the sector are in place, but there is no clear evidence of a strong coordination. The Governance Sector Working Group co-chaired by the Ministry of Home Affairs (MOHA) and the Ministry of Justice (MoJ), and the EU, Switzerland and Germany project: *Citizen Engagement for Good Governance, Accountability and the Rule of Law project* (CEGGA), steering mechanism provide a platform for donor coordination and policy dialogue in the sector. However, the monitoring review of the EU joint programme emphasises that “*the existing GoL-Development Partner coordination structures, such as the Governance Sector Working Group, could be strengthened through additional support (both technical and financial) to allow for a substantive discussion of policy objectives and civil society participation*”. GoL strategy in the sector does not appear clearly established yet (A Party Resolution on the Promotion of Rule of Law has only been promulgated in July 2018), and development partners interventions have mainly been driven by the implementation of the *Legal Sector Master Plan 2009-2020*. While the interventions of the different development partners are targeting different institutions, all development partners are engaged in access to justice through support to village mediation units (VMUs) and local legal aid. According to interviewees, there is “*no risk of duplication*”, but opportunities for synergies appear not to have been fully seized yet. LAO/031 has identified areas for synergies and harmonisation within the framework of the EU joint programme, such as opening the English training to the EU project targeted agencies; and placing “*law students in mediation and legal advice structures*” supported by the CEGCA (LAO/031 Technical and Financial Document, 2017). LAO/031 has also conducted joint activities with EU CEGGA (e.g. joint technical cooperation for strengthening results-based management capacities at the Department of International Cooperation (DIC) of the Ministry of Justice (MoJ); Training

Programme on International Law and Human Rights), and has established informal joint coordination meetings with the EU CEGGA, Asia Foundation and several CSOs/NGOs to discuss possible joint cooperation on activities involving the village mediation units and support to the legal aid programme.

Synergies with other ICP IV projects have been considered and engaged in the legal sector, but not fully capitalised upon at sector level. LAO/031 is cooperating with the University of Luxembourg and thereby benefiting from the inter-university cooperation between the University of Luxembourg (Faculty of Law, Economics and Finance) and the National University of Lao PDR (Faculty of Law and Political Sciences in Vientiane (FLP)) for strengthening research. There is a strong potential for synergies between interventions in a sector where issues are very sensitive, such as addressing human rights, environmental and land governance issues in education (LAO/031, Inter-University Cooperation), land access policy and NGO engagement (LAO/030, Mekong Region Land Governance Project), and awareness raising at local level (LAO/030, LAO/031), but this has not yet been fully capitalised upon. Nonetheless, potential joint activities have been discussed between LAO/030 and LAO/031 in relation to land governance issues and law student's placement in legal advice structures and mediation units within the villages targeted by LAO/030. With regards to other interventions, there was no interaction between LAO/028 and the UNDP – *Roundtable meeting project*, even though both projects target strengthening the Ministry of Planning and Investment's (MPI) coordination of ODA.

LAO/031 has a sound technical approach to achieving the expected objectives, building on lessons learnt of previous project while expanding to the overall legal sector – project activities are designed to strengthen the operationalisation of the strategic development of human resources in the legal sector. The Lao strategic framework in the legal sector is driven by the Legal Sector Master Plan 2009-2020. The strategy is relatively old considering all the changes that happened in the sector between 2009 and 2017 (e.g. law development and enforcement of some legal institutions), and most interviewees find it challenging to operationalise. Furthermore, there are indications of a lack of strong GoL leadership in its implementation. A context analysis was conducted, which considered the strength and weaknesses in the sector, and a review of lessons learnt from the previous project LAO/023 served to identify main areas of intervention. LAO/031 is designed to address the following main bottlenecks in the legal sector: a) the limited legal awareness and knowledge within the legal sector and administration, and among citizens; b) Access to justice; c) the lack of qualified teachers and law practitioners. The component on legal education is building on lessons learnt from LAO/023 to strengthen the Faculty of Law and Political Sciences in Vientiane and the Faculty of Law and Administration in Champasak. LAO/031 has adopted a comprehensive approach to strengthening legal education and training, engaging in a) curricula development, b) strengthening teachers' competencies; and c) improved management of the faculties. The comprehensive approach utilised is appropriate and conducive for achieving systemic changes, including establishing new curricula complying with ASEAN standards, which is aligned with the MoES strategy. The component on reinforcing an enabling environment for justice is expanding LAO/031 activities to further align with the Legal Sector Master Plan by addressing the needs for qualified law practitioners and strengthening legal awareness (LAO/031 Technical and Financial Document, 2017). A risk assessment was carried out during the design of LAO/031, and highlighted the risks related to changes in GoL strategy as well as the local absorption capacity. The project is designed to engage teachers in curricula development, and thereby strengthens ownership of the project. Consultations with project partners and need assessments are conducted to identify the training activities for law practitioners. An important feature of LAO/031 is its flexibility, which allows the project to adjust to specific needs and priorities of the agencies engaged in the project (LAO/031 Technical and financial Document, 2017).

LAO/031 has engaged with a broad constellation of partners in the legal sector. While it allowed to mobilise different experienced organisations, it has also resulted in a complex setup challenging to coordinate. LAO/031 seeks to achieve increased legal awareness through cooperation with stakeholders at all levels and across the sector. At central level, the project provides capacity

development support (incl. training) to the Faculty of Law and Political Science in Vientiane (FLP); the Ministry of Justice (MoJ), the People's Supreme Court (PSC), the Office of the Supreme People's Prosecutor (OSPP), and more recently to the State Inspection Authority (SIA). At provincial level, LAO/031 works with the Faculty of Law and Administration in Champasak (FLA), and has so far engaged with provincial courts, provincial prosecutor offices, provincial departments of justice in nine provinces to provide training and conduct awareness raising campaigns. This setup enables the targeting of a large number of law practitioners and teachers as well as the organisation of trainings across agencies. It intends to further promote an understanding of the overall sector, and to reinforce the communication across institutions. To that effect, the project relies on two experienced implementing partners: a) LuxDev building upon lessons-learned from the past Project: *Strengthening the Rule of Law through Legal University Education* (LAO/023), and b) the Institute for Legal Support and Technical Assistance (ILSTA), based in Lao PDR, and responsible for implementing LAO/031 activities to "reinforce and enabling environment for access to justice". ILSTA also coordinates with the University of Luxembourg project on legal research. The engagement with many stakeholders across the sector is a major challenge, it creates difficulties with project coordination and with ensuring a good flow of information between all partners involved in the implementation. The overall setting was reported as still unclear to some of the project partners, who pointed out the need for clearer procedures to be established. (interviews)

Results/outcomes have not yet materialized as implementation is still at a relatively early stage.¹⁵

Implementation of LAO/031 started on 15 November 2017 with an eight months inception phase. However, delays occurred, and another three months were necessary to recruit a new CTA, finalise the establishment of project implementation and management structures, recruit staff, and establish coordination mechanisms between the main partners. Full implementation of LAO/031 started in 2018, although activities were carried out during the inception phase.

Initial training activities addressed to legal practitioners and teachers have been conducted but their effectiveness in bringing the expected results remain to be seen¹⁶. A number of training activities for law practitioners and teachers were conducted in 2018 and more are planned for 2019. The main approach to training is consultation to assess needs; as well as workshops and lectures for capacity development. During the early stages of the project implementation, training activities have been conducted on a demand basis. (LAO/031 Progress report, 2018; Interviews). They addressed several skill enhancement areas such as: a) legal knowledge (e.g. criminal law and criminal procedures); b) legal practice; c) international laws; d) human rights; e) English language skills; f) teaching methodology; g) research; and h) management. To build a more systematic approach, the project is planning to set-up a catalogue of knowledge in Lao, compiling training modules and teaching material. Though, it is not clear yet how this catalogue will be coordinated with the other project component on curricula development at the Faculty of Law and Political Science in Vientiane, or whether it will be used and/or hosted at the main training institutes (e.g. the National Institute for Justice, the People's Supreme Court and the Office of the Supreme People's Prosecutor training institutes). All involved GoL agencies were invited to workshops and lectures on laws, with a large number of law practitioners and teachers being trained¹⁷. As indicated by the results framework, there is a strong quantitative approach to the training activities, and although some elements of a systemic approach are embedded in the project document:

15 The assessment of effectiveness in the governance sector is based on the ICP IV result framework and consider progress towards the two main outcomes: a) law practitioners have a better understanding of their role in strengthening access to justice and contributing to the reinforcement of the rule of law; and b) a strengthened legal culture in the country. The assessment of effectiveness also considers the overall ICP IV objectives of targeting the poor and vulnerable groups.

16 Expected results here are that law practitioners have a better understanding of their role in strengthening access to justice and contribute to the reinforcement of the rule of law.

17 Project output results: 1123 beneficiaries in legal training workshops, 1365 beneficiaries in public lectures.

(i.e. development of a curriculum), it is not clear at this stage how it will be developed and organised. Although training activities are demand-based, the strategy of appropriation by – and engagement of – the other targeted agencies (i.e. the People’s Supreme Court and the Office of the Supreme People’s Prosecutor training institutes) is not clearly established yet. Nonetheless, there are strong elements conducive to the expected results, such as the establishment of a new curriculum complying with ASEAN standards at the faculties, which will allow to increase the number of legal practitioners with a stronger understanding of legal issues and rule of law. Furthermore, on-the-job training for legal practitioners is conducted at national, provincial, district and from 2019 village level, which is conducive to improved access to justice, through the delivery of quality legal advices.

The intended strengthening of the legal culture in Lao PDR is not fully addressed yet. The expected result of a “strengthened legal culture” does not provide clear guidance on whether interventions should only target the human resources aspects and behaviour changes (incl. service providers and users), or whether changes are also expected at institutional level (i.e. support to GoL agencies organisational development, strengthening the legal framework such as support to drafting and/or amending laws). The MTR assessment is based on the broad understanding of “legal culture” which commonly includes authority of actors and institutions, values and beliefs that characterise the member of the legal profession and society, and the role of law in society. Generally, the project appears mainly driven by training activities for Law practitioners, whereas other elements of organisational and institutional development are limited to the Faculty of Law and Political Science in Vientiane and the Faculty of Law and Administration in Champasak (LAO/031 Technical and Financial Document, 2017). For the other partner agencies engaged in the project (i.e. the Ministry of Justice, the People’s Supreme Court and the Office of the Supreme People’s Prosecutor), there is no indication that a) support to human resource management to ensure that trained staff will stay and have the opportunity to apply the skills attained in their work; and b) support to organisational development to clarify the agency’s mandate and roles and responsibilities at each level of the agency has been considered yet. Furthermore, the overall framework of the project makes it challenging to move forward towards a stronger embedding of training activities within each agency. Considering the available budget for LAO/031, the project is targeting too many agencies with different mandates, to be able to meaningfully engage with each of them. As such, LAO/031 is more likely to provide building blocks for further interventions, such as reinforcing partnerships with young independent agencies (i.e. the People’s Supreme Court, and the Office of the Supreme People’s Prosecutor) and positioning Luxembourg’s expertise for future engagement towards more systemic institutional strengthening with these agencies, than to fully address strengthening a legal culture in Lao PDR.

The intended access to justice and legal aid to the most vulnerable groups and poor people is not yet fully addressed, although the project is already engaged in activities to this end. The project is expected to facilitate access to justice and legal aid, through legal awareness campaigns and increased quality of services. During 2018, the strengthening of capacities of local courts and officers to deliver quality services was initiated. In 2019, LAO/031 will target “village officers” and launch legal awareness programmes and campaigns targeted at vulnerable groups in pilot provinces (LAO/031 Annual workplan 2019). The project intends to capitalise on other stakeholders’ experience and presence at local level. Consultations have for example been held with the Lao Bar association, which has the mandate and experience in delivering free legal aid. Support to village mediation units and the legal aid programme will also build on LAO/030 presence at grassroots level. While LAO/031 is engaged in strengthening the quality and availability of services through an increased number of qualified legal agents and legal awareness campaigns, there is no clear indication of how LAO/031 is positioning itself with regards to the affordability of services. At this stage, the project activities are mainly driven by a “supply-side” approach. The effectiveness of the 2019 activities will be critical for the overall progress towards expected results.

Gender is addressed through the participation of women in trainings, but a full gender mainstreaming strategy for the sector has not been established yet. A gender analysis was conducted under LAO/028 and LAO/031 and their monitoring frameworks have gender-disaggregated indicators. Participation of women to training was required and monitored in both projects. However, a clear gender action plan has apparently not yet been formulated for LAO/031, and no information is provided on how the project will address women empowerment through access to justice and legal aid. Although a large number of people employed in the legal sector are women (interview), data from LAO/031 show that women are not equally represented. The evaluation of LAO/028 found that: *“The four main technical training courses supported by the project open an equal opportunity to male and female staff of DIC to participate, and approximately 34% of the total participants have been female”*. The interventions in the sector have a strong potential to increasing programme impacts in that area (e.g. eliminating violence and discrimination against women and girls, ensuring women’s full and effective participation and equal opportunities, giving women equal rights to economic resources, as well as access to ownership and control over land and other forms of property). The Lao PDR – Luxembourg Cooperation Project in Statistics (LLPS), which is developing capacity within the Lao Statistics Bureau to analyse the different dimensions and levels of disaggregation of the Lao Expenditure and Consumption Survey data, in particular gender and vulnerable groups disaggregated data, may also facilitate the monitoring of these impacts. However, a clear results framework has not been formulated in the ICP IV. This also limits the possibility to monitor potential progress towards SDG 5 (gender equality) at strategic level.

Environment is not mainstreamed in all interventions, nor at sector level. Overall, LAO/031 finds that there are limited opportunities for addressing/mainstreaming environmental issues in the implementation. There is no indication that environmental issues, and in particular environmental governance will be integrated in the curriculum, despite the major governance and legal issues related to the access to, and management of, natural resources with sensitive issues related to deforestation, dam construction and the exploitation of timber and mineral resources. This represents a missed opportunity to use the Luxembourg interventions, such as the support to the Mekong River Commission, to mainstreaming environment. Despite Luxembourg’s support to environmental governance (i.e. support to the Mekong River Commission and the LLPS contribution to environment statistics), the ICP IV results framework does not spell out a clear strategy and approach to related issues.

Conclusion: Luxembourg’s support to the sector is well aligned with the Lao Government’s development priorities and the needs of the legal sector. It is premature to assess the outcomes and impact of Luxembourg’s support under ICP IV to the sector. Early evidence indicates that LAO/031 and the Inter-University Collaboration for research are likely to contribute to improving law practitioners’ understanding of their role in strengthening access to justice and thereby to the reinforcement of the rule of law. However, the extent to which these projects will contribute to a strengthened legal culture and increased access to quality legal advice by poor and vulnerable groups will depend on the projects’ ability to develop and implement clear strategies and approaches to this end. Furthermore, the opportunity to increase impacts for the vulnerable groups through gender initiatives (e.g. women’s empowerment through access to justice and legal aid, eliminating violence and discrimination against women and girls, ensuring women’s full and effective participation and equal opportunities, giving women equal rights to economic resources, and access to ownership and control over land and other forms of property) has not been fully capitalised upon. Although there is a good degree of complementarity between the interventions in the sector, the lack of a clear strategic approach to coordinate multiple interventions in the sector (e.g. comprehensive results framework) may limit the programme’s effectiveness and impacts.

2.6 EQ 6 – Efficiency

EQ6 - To what extent are the modalities of implementation and monitoring of the ICP organised and managed efficiently?

The Embassy of Luxembourg is engaging proactively in programme oversight, donor coordination and policy dialogue, but the extent and depth of this engagement is affected by staffing constraints – technical inputs and support from LuxDev is mitigating this at the technical level, but not at the policy level. The Embassy of Luxembourg in Southeast Asia was moved from Viet Nam to Lao PDR in 2016, in response to the reduced development assistance engagement in Viet Nam and increased funding provided to Lao PDR. The Embassy is tasked with overseeing Luxembourg’s engagement in the region, including the bilateral interventions in Lao PDR (i.e. nine projects), Viet Nam and Myanmar, and coordinating partnerships with multilateral and regional organisations (i.e. ten projects). NGO support is managed by the Ministry of Foreign and European Affairs (MFEA) in Luxembourg. The Embassy also engages in policy dialogue and participates in donor coordination in the relevant sector working groups and the EU Joint Programme. However, the Embassy only has the Chargé d’Affaire, the Attachée and administrative staff (secretary, accountant, driver), but no technical staff, to carry out these tasks. Nonetheless, GoL counterparts and development partners generally find that Luxembourg is proactively engaged in the dialogue and coordination, but at the same time, the staffing is much lower than that of other embassies (who usually have a small team of (national) technical staff), especially when considering that Luxembourg is one of the largest donors to Lao PDR with a portfolio of EUR 88 million covering four sectors – and this constraint appears to affect the level and depth of engagement in policy dialogue. There is a close communication between the Embassy and LuxDev, which implements most of the bilateral projects, facilitated by the offices being in the same compound. LuxDev supports the embassy, e.g. by providing technical information and by providing assistance through LAO/030 (*Local Development Programme for Bokeo, Bolikhamxay, Khammouan and Vientiane Provinces*) to the Sub-sector Working Group for Rural Development which has been co-chaired by Luxembourg since 2017. This technical support in part mitigates the technical staffing constraints at the embassy, but mainly at the technical level and to some extent in policy discussions but cannot engage at the same (political) level as the Embassy. Health experts from LAO/027 (*Lao-Luxembourg Health Sector Support Programme-Phase II*) and LAO/030 also provide technical inputs to the Embassy for the EU joint-review. Policy discussions also occur at operational level, for example the joint participatory mechanism council provides a platform for policy dialogue in the health sector. Development partners also pointed out that LAO/027 and LAO/030 staff provide valuable technical inputs during the sector working groups which are used for policy dialogue.

Although Luxembourg’s operations remain dispersed in many provinces, there is no strong indication that it affected the programme efficiency as most of the budget remains allocated to the focal provinces. The ICP IV provides a framework for geographic focus (i.e. Bolikhamxay, Khammouan, Vientiane Province, and Bokeo), especially within the health and local development sectors. However, operations are conducted in more than the four initial provinces (see Table 3). The geographic coverage of the project portfolio is all Lao PDR provinces, albeit with different levels of engagement. In the health sector, seven projects are operational in nine provinces, with an average budget of EUR 6 million. In the local development sector, ten projects together cover seven provinces, with an average budget of EUR 3 million. Finally, governance related projects are operational in every Lao PDR province, through seven interventions with an average budget of EUR 1.7 million. At sector level, the geographical fragmentation of the project portfolio may reduce the potential for synergies between interventions, especially in the health and local development sector (EQ 2 and 3). Furthermore, the engagement of LAO/029 and LAO/031 in many provinces may challenge the follow-up of the project activities implementation and the ability to engage more deeply with local organisations.

Table 3: ICP IV geographic coverage

Sector	Project ¹⁸	Geographic implementation
Health	LAO/027: Lao-Luxembourg Health Sector Support Programme-Phase II	Bolikhambxay, Khammouan, Vientiane Province
	Improving Reproductive Maternal and Child Health Phase 2	Bolikhambxay, Savannakhet, Bokeo
	NGO projects:	Vientiane capital, Savannakhet, Champasak, Phongsaly, Sekong, Xieng Khouang
Local development	LAO/030 Rural Development Programme	Bolikhambxay, Khammouan, Vientiane Province, Bokeo
	NGO projects	Phongsaly, Sekong, Xieng Khouang
Vocational Training in the Tourism Sector	LAO/029: Skills for Tourism - Human Resources Development in the Tourism and Hospitality Sector	Every province where there is a technical college, but with a focus on tourist areas (e.g. Luang Prabang, Vang Vieng)
Governance	LAO/031: Support Programme for Legal Teaching and Training and to the Promotion of the Rule of Law Concept in Laos	Nine provinces yet
	LAO/028	Bolikhambxay, Khammouan, Sayabouly, Oudomxay and Bokeo
	Beyond the Bombs– UXO Phase 2	Nine most-contaminated provinces

Nonetheless, in terms of financial coverage, Luxembourg’s support remains concentrated in the four focal provinces, which receive more than 70 per cent of the total budget for health and local development. As such, there is no strong indication that the portfolio geographic fragmentation may strongly affect the overall ICP IV efficiency.

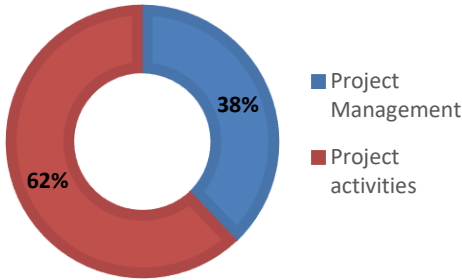
A monitoring framework with indicators has been established for ICP IV, but it does not capture Luxembourg’s contribution. There was also no evidence that it is used to steer the programme. A draft monitoring framework has been established for ICP IV. The indicators defined are aligned with the NSEDP and the EU Joint Programme. However, the selected indicators do not allow to identify/quantify Luxembourg’s contribution to the achievement of Lao PDR’s development strategy, as they are too high-level and difficult to monitor at the intervention level. It is thus not surprising, that these indicators are not always fully integrated in the intervention-level monitoring systems (LAO/029, LAO/030). More generally, there is no evidence that indicators are monitored, nor used to steer ICP IV which could have served to identify and make early correction to effectiveness and efficiency related issues. Programme progress is discussed at the Lao-Luxembourg annual Partnership Commission meetings, which do not measure progress based on the indicators. Projects are relatively young, and the monitoring is then more focused on the overall project implementation process and delivered outputs.

¹⁸ The table lists project which target service delivery, and therefore have a local implementation.

Bilateral project management is relatively cost-effective, although the nature and geographic coverage of projects is staff intensive.

Bilateral projects implemented by LuxDev (representing almost 70 per cent of the total ICP IV portfolio) demonstrate a good operational cost-effectiveness. As indicated in Figure 8, more than 60 per cent of the budget is allocated to project activities. There are, however, significant differences between the interventions. While project management costs (incl. technical advisory services) of LAO/027, LAO/029 and LAO/030 are approximately 30-35 per cent of the total disbursements, the share is more than 70 per cent for LAO/028 (*Strengthening the Capacity of the Ministry of Planning and Investment’s Department of International Development*) and LAO/031 (*Support Project to Legal Teaching and Training and to the Promotion of the Rule of Law Concept in Lao PDR*). LAO/030 demonstrates a strong cost-efficiency through high level of direct transfer to poor people. The proportion of funding under LAO/030 that reaches villages is 58 per cent (LAO/030 MTR, 2018); on average approximately, EUR 60,000 is available for direct investments per village (LAO/030 annual progress report, 2018). For the period 2014-2018, LAO/027 also demonstrates a high cost-effectiveness. 67 per cent of the disbursed budget has been used for increasing access to health services (i.e. infrastructure development, equipment provision, health workers skills development to ensure quality of services) (LuxDev budget overview). Nonetheless, the share of budget allocated to project management for LuxDev implemented projects in general remains relatively high. The implemented projects are relatively staff intensive, as they require not only staff for project management and administration, but also for technical advisory and capacity development activities. The geographic coverage is also staff intensive for some projects. For example, LAO/030 has 32 technical and administrative staff employed, of which seven are international, including four provincial technical advisors. This is considered necessary due to the wide geographical coverage with one central and four provincial teams, and it should be noted that several hundred GoL staff are also engaged in the implementation of LAO/030. The individual projects are adequately staffed for efficient delivery and the staff is generally well qualified, but the staffing is therefore also a significant financial cost. LuxDev’s Regional Office is working with the projects to address the cost of staffing by progressively regrouping project management tasks within a single unit.

Figure 5: Ratio management/project activities – share of funding (LuxDev portfolio)



The implemented projects are relatively staff intensive, as they require not only staff for project management and administration, but also for technical advisory and capacity development activities. The geographic coverage is also staff intensive for some projects. For example, LAO/030 has 32 technical and administrative staff employed, of which seven are international, including four provincial technical advisors. This is considered necessary due to the wide geographical coverage with one central and four provincial teams, and it should be noted that several hundred GoL staff are also engaged in the implementation of LAO/030. The individual projects are adequately staffed for efficient delivery and the staff is generally well qualified, but the staffing is therefore also a significant financial cost. LuxDev’s Regional Office is working with the projects to address the cost of staffing by progressively regrouping project management tasks within a single unit.

Sound procurement systems are in place and used to control costs, provide guidance and ensure accountability for contracting and spending decisions, however, they also contributed to delays as they are very demanding for local counterparts.

LuxDev’s financial procedures are strong in terms of risk management and preventing misuse of funds. However, they are found complicated and cumbersome by partners, e.g. with “with too many minor details and unnecessary steps for budget approval”; and it is thus difficult and time-consuming for Lao partners to manage and utilise and report on funds received from LuxDev, such as funds that they manage directly under *delegation agreements for funds and implementation* (DAFIs). Revisions have made the LuxDev procedures stricter and more cumbersome and exacerbated the challenge. This has for LAO/030 caused significant implementation delays in the approval of the *governance for poverty reduction* DAFI, due to the requirements for risk mitigation and an extensive capacity strengthening diagnosis and plan (LAO/030 MTR, 2018). The health sector focus assessment mission reported that: “The requirement for authorization by the Project Support Office is viewed as often burdensome. Funding delays have an impact on the ability of the Provincial Health Departments to make service delivery decision”. However, Lao counterparts in the health sector also recognised that these strict procedures are strengthening their capacities, and in fact it was reported that the overall Health System Support Programme (LAO/017 and LAO/027) had

strengthened capacities in financial management and accountability, validated by international standard audits.

The use of local systems and procedures for implementing activities often resulted in delays due to local capacity constraints. The use of GoL systems and procedures for implementation has benefits in terms of impact and sustainability (see EQ3 and EQ7), but on the short term it has also resulted in delays. For LAO/030 and LAO/027 implementation has moved at a slower pace than expected due to capacity constraints with GoL, which had to be addressed. (LAO/030 MTR, 2018; LAO/027 Focus Assessment Report, 2016). It also took longer than anticipated for LAO/030 to identify and select its 229 target villages (finalised by June 2018), since an elaborate screening was required to ensure the villages lived up to the selection criteria, the access to a number of villages was affected by difficult access during the rainy season, which further delayed the process. It also took longer than anticipated to set up the project in the four provinces and 14 districts, due to the need for extensive consultation. Nonetheless, LAO/030 has made good progress since the implementation of activities began (LAO/030 MTR, 2018). In the first phase of LAO/027, the use of GoL systems to identify free health care beneficiaries contributed to delays and a low disbursement rate for that activity, as the local authorities' surveys to identify targeted beneficiaries took longer than expected and the number of potential beneficiaries since the last survey had significantly decreased. The non-objection letter from the Ministry of Health (MOH) for the voucher system was also delayed (LAO/027 Focus Assessment Report, 2016). Furthermore, construction and the provision of equipment have recurrently been confronted to delays (LuxDev Annual Progress Reports 2014-2017).

LuxDev is putting significant effort into establishing and institutionalising results-oriented monitoring. By end of 2018, all projects had put quality monitoring frameworks in place. The LuxDev regional office has in the last 18 months put in considerable effort into improving the monitoring of interventions and making it more results (outcome/impact) oriented. The regional office recruited in September 2017 an officer to assist the project with putting the 2016 LuxDev monitoring guidelines into practice, and project staff were provided with M&E training in February 2018. Work is ongoing in terms of putting a standardised monitoring framework and an information management system in place. LuxDev anticipates providing the first consolidated monitoring report in March 2019. Project logical frameworks, indicators and baselines were reviewed for all LuxDev projects in Lao PDR. All projects had at the end of 2018 put results-oriented monitoring frameworks in place. LAO/027, LAO/029 and LAO/030 have established quality results-oriented monitoring systems with results-oriented indicators, and these projects have developed M&E manuals. LAO/027 and LAO/030 have established a project management information system, which e.g. covers monitoring, risk management and a capacity strengthening plan. Lao/030 has carried out a high-quality baseline survey (LAO/030 MTR, 2018); whereas in the case of LAO/029 no baseline has been established as it was deemed unfeasible to do so, but a tracer study is planned to this end. LAO/029 has tripled its M&E budget and developed a high-quality monitoring and reporting system. LuxDev also intends to enhance knowledge management and sharing, once the monitoring framework has been fully established. Annual regional retreats for LuxDev project teams are arranged for sharing of lessons.

Interventions supported by Luxembourg are engaged in enhancing the monitoring and data management capacities and systems of GoL partners, with a link to project monitoring. Attempts are made to build on GoL monitoring, but while GoL has sector-level frameworks and indicators to which projects align (e.g. LAO/027, LAO/030), the data collection remains a bottleneck albeit with significant differences between sectors, so the LuxDev implemented projects are mainly collecting data themselves in cooperation with their GoL partners. Luxembourg's support to the Lao Statistics Bureau (*Lao PDR-Luxembourg Cooperation Project in Statistics*) aim at mitigating this challenge in the future, through institutional and capacity strengthening. Other projects are supporting GoL partners in enhancing their monitoring and data management capacities, e.g. LAO/029 is working with the Ministry of Labour and Social Welfare (MoLSW) to enable the collection of labour market information,

and LAO/030 is supporting provincial authorities to improve their information management systems, including the use of Geographical Information Systems (GIS). The baseline established by LAO/030 both serves the purpose of informing the local development planning as well as the project monitoring. However, the monitoring that LAO/030 has put in place is deemed by the project MTR to be overly complex and thus of limited use for provincial and district authorities and communities, however, the CTA disputes this finding. (LAO/030 MTR, 2018). LAO/027 recently finalised its M&E manual, addressed to both programme staff and Lao counterparts. A large part of the indicators is aligned with data collected and analysed through the current GoL district health information system, for which the programme is also providing capacity strengthening support.

Communication between the projects, Luxembourg, GoL and development partners works well. At the intervention level, GoL partners and donors report that the project management and communication with LuxDev and also the Embassy works well. Project steering committees only meet once annually and thus mainly serve a mechanism for improving work plans and budgets, but there is also more frequent communication between project management teams, the Embassy and the donors, e.g. in the case of LAO/029 where the project management team, the Ministry of Education and Tourism (MOES) and the embassies of Luxembourg and Switzerland meet on a quarterly basis. A major contributor to the effective project management and communication is the fact that LuxDev has recruited highly qualified chief technical advisors (CTAs) with comprehensive in-country experience from Lao PDR (e.g. LAO/027, LAO/029, LAO/030, LAO/031). Furthermore, a good and regular communication flow is reported between the Embassy, implementing partners and the Luxembourg Ministry of Foreign and European Affairs (MFEA). The communication is described as direct and according to needs. This facilitates project coordination and management.

Conclusion: The ICP IV and its interventions are generally well managed. However, the geographical fragmentation of the project portfolio may reduce the potential for synergies between interventions, especially in the health and local development sector. Sound systems are in place, although in practice they have been a constraining factor and led to delays on project implementation. Considering local capacity constraints, Luxembourg’s financial procedures are often a challenge for Lao partners and causing delays. The Mid-Term Review of the ICP III had recommended to simplify procedures, but this has not been implemented. Luxembourg is however engaged in supporting capacity development for good governance and applying procedures of international standard. LuxDev, Luxembourg’s main implementing partner, has also engaged in results-based monitoring and management. The results in terms of efficiency gains and in terms of use to steer the programme and projects will depend on the engagement of local counterpart and their capacity to produce and collect data. The overall management approach is based on flexibility and a good communication.

2.7 EQ 7 – Sustainability

EQ7 - To what extent are the benefits of the project interventions likely to be sustainable?

Luxembourg’s support shows a good degree of continuity, which is conducive for the consolidation, further deepening and replication of the results achieved. Luxembourg was already engaged in three of the four current focal sectors under the ICP III, and in the case of the health and local development sectors, the engagement goes even further back. While governance was not a focal sector under the ICP III, Luxembourg also engaged in this sector prior to the ICP IV. Moreover, there has also been good continuity in the engagement of Luxembourg in Bolikhamxay, Khammouan and Vientiane provinces, although support under ICP IV has been expanded to Bokeo province (LAO/030). The continuity has proven conducive for building a stronger relationship with Lao partners at national and sub-national levels, and for allowing more time to consolidate results. Moreover, earlier projects also provided approaches and lessons, which has helped the design of the projects under ICP IV, which are then also

replicated/upscaled in other provinces and with new partners. For example, in the case of LAO/030 (*Local Development Programme for Bokeo, Bolikhamxay, Khammouan and Vientiane Provinces*), the previous presence of LAO/021 in Bolikhamxay provided a) a proven approach and lessons for further improvement in the approach of LAO/030, b) existing partnerships and capacities to build on and further strengthen in Bolikhamxay, and c) a tested approach for upscaling in three more provinces (see EQ3). The lesson of LAO/021 from Bolikhamxay is that continuity in the support for local development beyond the time period of a single project is important for achieving and consolidating the intended change. However, in the case of LAO/029 (*Skills for Tourism - Human Resources Development in the Tourism and Hospitality Sector*), the main lessons from LAO/020 was that a broader and more comprehensive approach was needed, rather than continuing support for Lanith so there was not as much to build on in terms of structures and existing partnerships (see EQ4). But LAO/029 still benefits from the training programmes and curricula developed under LAO/020, which have been further refined and replicated in other TVET colleges. Switzerland has in principle approved that a second phase of LAO/029 can be funded, depending on the results of the current phase (LAO/029 Technical and Financial Document (revision), 2017). The same observations can be made for the support to legal education (LAO/031). The lessons from LAO/023 (*Strengthening the Rule of Law through Legal University Education*, under ICP III) to broaden activities targeted at legal education towards a full system approach was incorporated into LAO/031 (*Support Project to Legal Teaching and Training and to the Promotion of the Rule of Law Concept in Lao PDR*), through the formulation of curricula complying with ASEAN standards, and the development of a research component allowing to establish new partnerships with international and regional institutions. In the health sector, LAO/027 (*Lao-Luxembourg Health Sector Support Programme-Phase II*) benefits from experience built-upon the successive projects since ICP I in the management and provision of hospital services. These past projects provided building blocks for LAO/027 including availability of health facility, trained nurses and doctors, and strong anchorage in Lao PDR. Human resources capacitated under these past projects (which contributed to the effectiveness of the Maria Theresa hospital management and quality service delivery) are now supervising and providing technical advisory inputs for the training of health workers and the implementation of the management system at the newly built hospital in Bolikhamxay.

The use, and strengthening, of existing systems and structures are conducive for post-project continuation and potentially also for replication and upscaling. The projects supported by Luxembourg focus on working within, and strengthening the existing system and structures, i.e. with a focus to enable Lao partners to deliver their mandates and carry out their work more effectively. Hence, there is a strong focus on enhancing the capacities of institutions as well as their staff, and also of communities. This approach is conducive for post-project continuation, insofar as it promotes a view of the activities as being part of the core deliverables of the partner organisations, rather than add-on activities. LAO/030, LAO/028 (*Strengthening the Capacity of the Ministry of Planning and Investment's Department of International Development*), and the contribution to *UNDP Round Table process* project aim at strengthening the capacity of the Ministry of Planning and Investment (MPI) for ODA management and provincial planning departments to implement their mandates vis-à-vis leading development planning for the delivery of NSEDP, and it also seeks to strengthen the capacity of relevant line departments (see EQ3 and EQ5). The procurement and implementation of most activities for LAO/030 and LAO/027 (especially at field level) are done through the Government systems, thereby contributing to enhancing the procurement and contract supervision capacities – however, cumbersome LuxDev administrative procedures (e.g. for DAFIs) are complicated and to some extent counterproductive to this (LAO/030 MTR, 2018). The use of GoL procurement enhances the likelihood that Government partners will continue to use the approaches promoted by LAO/030 and LAO/027, as well as their replication in other provinces. Furthermore, LAO/027 supported MOH in the simplification of procedures to revive them, such as the simplification of workforce development plans, which allowed provinces to better manage human resources, this has already been replicated in other provinces by the World Bank and the Asian Development Bank. The flexibility of the projects funded by Luxembourg (e.g. LAO/027 and LAO/030), well recognised by Lao counterparts, is strongly conducive

to sustainability as the projects are able to align with new systems and structures established by GoL. As phrased by an interviewee in the health sector (2018): *“Luxembourg development cooperation is like a dancer, adjusting its steps to the tempo of the music”*. In the area of education and skills development, LAO/029 has supported the development and implementation of standard national TVET diploma programmes in tourism and hospitality, which will continue with the TVET colleges after project completion (see EQ4). The contribution to the new TVET law is also enhancing the prospects of a longer-term influence on the sector. The tourism and hospitality labour market information system is simple and managed by MoLSW and has the potential to be replicated by the ministry for other sectors. However, while it is too early to assess the full results and extent of institutional and individual capacity improvements that Luxembourg’s support will achieve, the current magnitude of capacity constraints suggest that the capacity enhancements achieved by the end of ICP IV will not be fully sufficient to achieve sustainability without further support.

Financing constraints are a major impediment to the achievement of sustainability as well as to the prospects for upscaling – Luxembourg’s support is promoting measures to address this, but fully ensuring financial sustainability is beyond the reach of the support. A major challenge for the Government as well as other stakeholders is related to financial constraints. The revenue generation is significantly lower than the financial resources needed for GoL to fully deliver services and promote socio-economic development across the country (8th NSEDP MTR, 2018). Hence, GoL is to a large extent depending on ODA, but as Lao PDR moves towards becoming a middle-income country, grant-based ODA will diminish. Moreover, allocation of public financial resources also depends on political priorities. Specific measures are being put in place to ensure post-project financing for the continuation of results. For example, the Joint Participatory Mechanism set-up under LAO/027. The JPM was designed to allow joint-financing of LAO/027 activities. The JPM mechanism reinforces the timely provision of national operational health budgets at provincial level and will be used to finance the operational costs of maternal, newborn, and child health services, such as maintenance of health facilities. It thereby ensures the sustainability of earlier investments in health facilities. The JPM is led by a National Council (JPMNC) comprising representatives from the Ministry of Health (MOH), the Ministry of Finance and MPI, and thereby strengthens the alignment of the GoL planning and budgeting system, where budget is committed and disbursed according to the approved planned activities. It is too early to assess if the mechanism will increase the financial sustainability, but EUR 243,000 from the government budget were committed for 2018 and based on interviews the JPM has MOH ownership and is likely to continue after the completion of the project. Furthermore, funding from other development partners may in the future be directed to the JPM. The overall efficiency gains could reduce the level of expenditures needed, through a better allocation of funds to targeted and well-coordinated activities and is in this sense conducive to sustainability. Setting funds and facilitating the alignment between planning and budgeting for increased financing sustainability is not specific to LAO/027. LAO/029 is supporting the establishment of the Tourism Training Financing Facility with the intention of establishing a funding mechanism that will finance TVET for vulnerable people after project completion; this fund is responding to the intention under the TVET Law to establish a training fund. To ensure sustainability through ownership, the LLPS is co-financed (the GoL has allocated 400 Million LAK for 2019 and the same is expected for 2020), and the GoL has appointed counterparts to staff the newly created environment statistics unit. LAO/030 is seeking to ensure that resources are available for the operation and maintenance of the constructed physical infrastructure, by capacitating and making communities responsible for basic operation and maintenance (i.e. forming maintenance groups, providing labour and basic materials); this approach is also according to government policy, which stipulates that local social infrastructure such as schools and water supply schemes are owned by the communities. However, clear agreement has so far not been reached with provincial authorities vis-à-vis their role in more complex maintenance (LAO/030 MTR, 2018). The project also seeks to ensure that the infrastructure built is of good quality, to reduce maintenance costs and increase longevity. LAO/030 also seeks to enhance the capacities of provincial and district authorities to monitor the status of infrastructure and intervene in a timely manner. Projects funds are also used for

maintenance of infrastructure, at least during the project's lifespan. The survival rate of credit schemes established under LAO/021 indicates that villagers are likely to continue with the village-led credit schemes established with project support (cash injection and training) after the completion of the project (LAO/030 MTR, 2018). However, it is beyond the scope of Luxembourg's support to fully address the financial challenge, as it is macro-economic and political, and affecting the support of all donors.

Conclusion: The degree of continuity of support, the focus on institutional and human capacity development, and the embedding in, and strengthening of, existing structures are conducive for ensuring sustainability and for the prospects of upscaling and replication of Luxembourg's support to Lao PDR. Moreover, measures are taken to address the post-project financing challenge, although this macro-economic and political challenge cannot be fully addressed by Luxembourg or at the programme level. It is too early to fully establish the likelihood of sustainability of Luxembourg's support under ICP IV, but sustainability concerns at the project level are in general well addressed. However, considering the need for longer-term continuity for ensuring consolidation and sustainability, and the fact that Luxembourg's support has been upscaled to new provinces and new partners, and considering that the funding challenge will remain, it appears likely that full sustainability (where Lao stakeholders can fully maintain and continue the processes and results without external support), as well as further upscaling/replication would to a good extent depend on further continuity in Luxembourg's support after ICP IV.

3. Conclusions

Conclusion 1: Engagement – the scale of Luxembourg's investment and in particular the continuity and flexibility of Luxembourg's support added value. The scale of Luxembourg's support has steadily increased over the programmatic periods and Luxembourg has become a major bilateral development partner for Lao PDR. This, combined with the strategic approach of focusing on a limited number of sectors and concentrating a substantial proportion of the support in four provinces, has enabled a significant and potentially transformative level of engagement under ICP IV on specific issues and in specific locations. Furthermore, the general continuity of Luxembourg's support with a good degree of long-term engagement in the focal sectors and targeted provinces provides predictability and stability, which are widely appreciated by stakeholders. Luxembourg has engaged in the health, local development and education and skills development sectors since 2003. Good governance was already addressed across interventions in other sectors but became a focal sector under the ICP IV. Moreover, Luxembourg's support has demonstrated a high degree of flexibility and ability to adapt to changes in the context and to emerging issues (e.g. redesign of LAO/027 to better align with the Health Sector Reform Strategy and additional budget committed to ensure sufficient funding for activities). (EQ1, EQ2, EQ3, EQ4, EQ5, EQ6, EQ7)

Conclusion 2: Alignment – ICP IV and its interventions are fully aligned with Luxembourg's development cooperation strategy and its commitment to "championing development effectiveness principles"¹⁹. The aid effectiveness principles of harmonisation, ownership, alignment, results-based management and mutual responsibility have been applied both at formulation and during the implementation of projects. There is a strong focus on GoL and local counterpart ownership, with consultations with partners and beneficiaries at formulation stage. All projects are aligned with the NSEDP and with GoL sector strategies and support and strengthen their operationalisation. Furthermore, the projects work within the GoL system and intend to strengthen it vis-à-vis improved governance and service delivery. Some projects are more focused on solving specific bottlenecks in the GoL system, such as LAO/031 addressing the lack of qualified law practitioners in the legal sector, and

¹⁹ Luxembourg Development Cooperation strategy (2018)

LAO/029 which focuses specifically on addressing the staff skills challenge for the tourism and hospitality sector and improving TVET in this particular area. Other projects have embraced a more comprehensive approach such as LAO/027, which address all components of the health sector reform within the three targeted provinces, including health financing through the experimental joint participatory mechanism; and LAO/030 which takes a multi-sectoral approach to local development planning and governance. All the larger projects have a results-based management component and are engaged in strengthening partners' capacities. (EQ1, EQ2, EQ3, EQ4, EQ5)

Conclusion 3: Sector-based approaches – comprehensive and systemic approaches are pursued to address multiple challenges in the health and local development sectors, but in the governance and tourism sectors, the focus is narrower and mainly addressing the human resources/skills element – in essence, Luxembourg is more comprehensively engaged in education in these sectors than in the core governance and tourism sector activities. In the health and local development sectors, comprehensive approaches are used to address the multiple gaps in the sectors as a whole (see conclusion 2). However, this is not the case for the other sectors. TVET in tourism is not a sector in its own right (but rather the interphase between the vocational education and tourism sectors). LAO/031 and the bilateral cooperation between universities represent an important support to legal education. The approach of both LAO/029 and LAO/031 is to increase the availability of skilled professionals in these two sectors and can thus in a sense be seen as education/skills development interventions. Indeed, the lessons LAO/029 yield can be replicated to other areas of education, including TVET curriculum and training programme development more broadly. On the contrary, LAO/029 has less potential to be replicated/upscaled to address other tourism sector bottlenecks, which do not relate to education and skills. Luxembourg also supports the education sector through other interventions, e.g. with the construction of schools under LAO/030. Overall, while the education sector is not a focal sector for Luxembourg and the ICP IV thus does not spell out a strategy for this sector, the engagement is significant, representing more than EUR 11 million (or around 15 per cent of the ICP IV budget envelope). It should also be noted that the engagement in local development has a strong governance angle, but this contribution is not reflected in the ICP IV results framework for the governance sector. Overall, the ICP IV results framework is not fully acknowledging the level of investment made in strengthening Lao systems for skills development and in promoting good governance.

Conclusion 4: Economic sustainability – the approach to strengthening the national planning system at all levels is conducive to achieving improved and pro-poor access to services – but the long-term financing of service-delivery remains a challenge. Luxembourg's approach to strengthening GoL planning at local level (provincial, district and villages) is conducive to achieving pro-poor service delivery in rural and often remote areas. LAO/030 targets the poor through empowering villages and communities to plan and manage development activities themselves and based on their own priorities. It also works on enhancing the capacities of districts and provincial planning departments to lead and coordinate social and economic development. LAO/027's approach is conducive to improved health service delivery at local level through support to provincial health planning and to improving the district level information system, to enable better and evidence-based alignment of planning with priorities. As Lao PDR move towards graduation from the current LDC (least developed country) status grant-based official development assistance will decline, and domestic financing of service delivery will thus become critical. The limited ability of GoL to mobilise and allocate sufficient domestic revenues to fully cover needs in all sectors requires an increased focus on financing service delivery, which Luxembourg's support has not fully addressed yet. Nonetheless, some measures are taken to address the financing gap, through: a) the joint participatory mechanism in the health sector, which is strengthening the alignment of the GoL planning and budgeting systems, and where budget is committed and disbursed according to the approved priority activities (LAO/27), b) the establishment of the Tourism Training Financing Facility to be developed as a funding mechanism that will finance TVET for vulnerable people (LAO/029), and c) through the mobilisation of communities to maintain social infrastructure themselves (LAO/030). (EQ2, EQ3, EQ6)

Conclusion 5: Capacity development – the strong engagement in capacity development and organisational strengthening is conducive to improved service delivery and governance. The projects funded by Luxembourg enhance capacities at different levels and in a number of ways, such as training courses, scholarships, study trips, technical assistance, learning by doing through the implementation of project activities, and the provision of necessary equipment and infrastructure. At the central level, MoES has been capacitated to develop TVET curricula based on tourism labour-market needs and in accordance with ASEAN standards (LAO/029); NUOL and MOJ are supported in developing a legal education curriculum complying with ASEAN standards (LAO/031); the Lao Statistics Bureau is being capacitated to strengthen the Lao PDR statistic system (LLPS and LSB); MoH policies and standard in relation to IRMNCH are being developed (UNJP), and the organisational efficiency capacity of MPI to manage official development assistance has been strengthened (LAO/028). At local level, the planning, coordination and oversight skills of local authorities vis-à-vis transparent service delivery has been strengthened (LAO/030); and curriculum development and teaching capacities at public Provincial TVET colleges and private TVET schools have been enhanced, thereby improving education quality (LAO/029); the capacity to plan, budget and deliver quality health services is being strengthened at provincial level (LAO/027); as is the capacity of local courts and officers to provide quality legal advice (LAO/031). At the village level, community capacities to identify and implement their priorities in a pro-poor and inclusive manner are being built (LAO/030), and the skills to provide tourism and hospitality services are being created through TVET education for people from vulnerable groups (LAO/029). The development of human and institutional capacities at multiple levels for improved service delivery and governance is thus a central feature of Luxembourg’s cooperation with Lao PDR, and early results have already emerged. (EQ2, EQ3, EQ4, EQ5)

Conclusion 6: Pro-poor approach – most of the ICP IV interventions have a pro-poor and inclusive approach and are directly addressing the needs of poor and vulnerable groups (women, youth, non-Lao/Thai ethnic groups). While not the poorest provinces in Lao PDR, the targeted provinces have a high number of poor districts and villages. In the case of LAO/030, the pro-poor approach is further reinforced by specifically targeting poor villages, and thereby enabling provincial authorities to better reach poor and often remote communities. Moreover, large-scale investment is made in sectors (local development, health and education) with a high potential for impact on poverty reduction. Luxembourg’s interventions generally have a pro-poor and inclusive approach. Most projects address service delivery (mainly health, education, water supply) to the poor, youth and women. Moreover, non-Lao/Thai ethnic groups comprise a significant proportion of the people reached. Although not systematic, mechanisms have been set up to ensure that these groups are appropriately targeted, such as criteria for the identification of poor villages (LAO/030), a specific focus on the mother and child with support to healthcare packages to ensure that poor women can also access health services (LAO/027), mainstreaming of youth friendly services (UNJP), and vocational education to disadvantaged groups (LAO/029). The large projects all have a gender perspective, although gender mainstreaming is not always well strategised (LAO/027, LAO/031, LAO/030). There is room for further improvement to increase potential impacts. For example, some projects have addressed gender stereotypes and gender equality in training and promotional materials and have developed a gender action plan (e.g. LAO/029). However, this is not systematically done across the projects, and there is indication that gender equality in training has not yet been reached. LuxDev is developing a *Gender Operational Guide*, which may strengthen the streamlining of gender initiatives across bilateral projects. Furthermore, there is no gender results framework at sector or at the ICP IV programme level, to reinforce and guide the implementation of gender action plans, as well as to monitor results. Similarly, the mainstreaming of environment and climate change has been uneven across projects; attempts have been made, but there is scope for further enhancement of this across projects. (EQ2, EQ3, EQ4, EQ5, EQ7)

Conclusion 7: Mixed modalities – Luxembourg’s support relies on a mix of implementation modalities, which is consistent with its experience in Lao PDR and conducive to effectiveness and efficiency. Luxembourg’s support relies on a mix of bilateral interventions (75 per cent of the overall budget, mainly implemented by LuxDev), multilateral/regional interventions and NGO projects. The mix of implementation modalities is strategic and consistent with Luxembourg’s experience in Lao PDR. The bilateral assistance mainly focuses on capacity development, service delivery and research, areas in which Luxembourg has a strong experience from earlier engagements and is well resourced. NGOs in Lao PDR are not positioned to, or do not have the legal space to, have an advocacy role but have more room to engage in service delivery for poverty reduction and their Luxembourg-funded interventions in service delivery and outreach activities at community level are complementary with existing bilateral projects. Although this is not sustainable in the long term, these interventions allow to reach remote vulnerable groups. In the health sector, Luxembourg has also partnered with the UN agencies, these projects are highly complementary with the bilateral projects, and the partnerships also fill a policy/advocacy gap. Considering the Lao PDR context, these partnerships are highly strategic, using the experience and position of UN agencies in the sector. For example, the UN Joint Programme (UNJP) provides policy advice and advocacy on reproductive maternal, new born and child health, which is an additional component to LAO/027, and the ILO project reinforces support to health insurance coverage, through the setting of a Technical Regional Facility of experts for policy support. The South-South cooperation-oriented *Mekong Region Land Governance Project* is also addressing the policy dialogue gap in land governance and is thereby complementary to LAO/030, and the regional approach which builds on experiences from countries in the region, enables Luxembourg to engage in dialogue on a highly sensitive topic. ICP IV interventions have also used regional (ASEAN) experts for project management and knowledge transfer (i.e. LAO/027, LAO/029, LAO/030, LAO/031, LLPS). Furthermore, projects and joint activities co-financed within the EU Joint Programming framework is conducive to efficiency and coherence, allowing to increase the scale of interventions and the availability of experienced staff (e.g. health and TVET). Policy dialogue is done through different means and the direct engagement and visibility of Luxembourg varies. In the local development sector, the Embassy of Luxembourg is co-chairing the sub-sector working group on rural development together with the Ministry of Agriculture, whereas LAO/030 has facilitated the work of the secretariat and provided technical inputs, hence the presence and visibility of Luxembourg in the policy dialogue for this sector is particularly high. In the health sector, WHO leads the dialogue with Government and in the TVET for tourism and governance sectors, the working groups chaired by other European countries who lead the dialogue, albeit with participation from Luxembourg. Overall, the Embassy of Luxembourg engages proactively in policy dialogue. However, the extent to which the Embassy can engage deeply in the dialogue is limited by staff constraints; despite the large volume of support provided to Lao PDR, the Embassy does not have any technical staff in the sectors supported, unlike other bilateral donors. The experience of other developing partners is that having staff with a technical understanding of the sectors support facilitates stronger relationships and enables a deeper policy dialogue at the sector level. This limitation is to some extent mitigated by the projects implemented by LuxDev, which provide technical information and policy advice. (EQ1, EQ2, EQ3, EQ5, EQ6)

Conclusion 8: Strategic Allocation – Luxembourg’s support is strategically allocated across sectors, despite geographic fragmentation in the project portfolio. At sector level, there is a strong complementarity between projects. On one hand, the projects operate at national, provincial, district, village/community levels and together cover all levels. On the other hand, the projects strengthen each other since they address different needs, i.e. policy dialogue, service delivery, capacity and organisational development, financing, and results-based management. However, potential synergies between interventions have not been fully capitalised upon. While for local development, increased attention has been given to ensuring project synergies and joint activities, this has not systematically occurred in other sectors, and opportunities to combine approaches for increased effectiveness were missed and limited by the geographic fragmentation of the project portfolio. However, the case of local development also showed that joint activities may come at a cost (e.g. diversion of both financial and

staff resources). Furthermore, allowing the NGOs to continue their operations in areas where they have a presence rather than asking them to move to the four focal provinces is at the same time conducive for continuity and results, since it allows the implementing partners to continue their work in areas where they have a long-term presence, and established partnerships. Coordination of the project portfolio may therefore remain best managed at project selection or at strategic level, rather than pushing for joint activities at the operational level. (EQ2, EQ3, EQ4, EQ5, EQ6)

Conclusion 9: Results-based management – the ICP IV and its interventions are generally well managed, but while progress has been made in terms of results-based monitoring at the project level, this is not the case at the programme level. The overall programme management approach is based on flexibility and good communication. Sound management systems (incl. financial management) are in place, although in practice they have been a constraining factor and led to delays on project implementation due to their complexity. Considering local capacity constraints, Luxembourg procedures are often a challenge for Lao partners and causing delays. A draft monitoring framework has been established for ICP IV, which is aligned with the NSEDP and the EU Joint Programme. However, it does not appear to be used to steer the programme and the programme indicators are not always fully integrated in the intervention-level monitoring systems. Indeed, the framework does not appear fully appropriate for integration in the interventions, several of the indicators are at a high level and it is difficult (or even impossible) to determine or quantify project contributions to them. Not all interventions have impact/outcome-oriented monitoring systems in place yet, but LuxDev is engaged in enhancing the project monitoring frameworks as well as monitoring and data management capacities and systems of GoL partners, with a link to project monitoring. (EQ6)

Conclusion 10: Long term results – the continuity of Luxembourg’s support is conducive for impact and sustainability and for setting up mechanisms for replication and upscaling, although results are unlikely to be fully consolidated at project completion. The continuity of Luxembourg support in the health and local development sectors and geographically has proven conducive for building strong relationships with Lao partners at national and sub-national levels, and for allowing more time to consolidate results. Moreover, earlier projects provided approaches and lessons, which have helped the design of the projects under ICP IV. The results achieved under ICP III are built upon in ICP IV projects and the ICP III experiences and have informed the strategic approaches of ICP IV interventions (LAO/029, LAO/030, LAO/031, LAO/027). The approaches are also replicated in other provinces and with new partners (LAO/030, UNJP). Overall, Luxembourg’s main projects are aiming at achieving systemic changes (including behavioural changes at local level). However, it takes time to achieve sustained change, significantly longer than what can be achieved by a single five-year programme. In the light of the major capacity constraints and the financing constraints facing GoL, it appears unlikely that the sample projects covered by the MTR will achieve fully sustained change without further support. (EQ2, EQ3, EQ4, EQ5, EQ7)

4. Recommendations

Six overall recommendations have been identified by the MTR applicable under the current ICP IV and already partly forward-looking to a potential future programme of collaboration. While the first two recommendations are more future-oriented, recommendations 3 to 7 apply to the current ICP IV and beyond.

Recommendation 1: Ensure that any future strategy fully reflects Luxembourg’s contribution to governance and Lao systems for skills development. Ensure that the cross-cutting nature of governance and the contributions Luxembourg makes to improving governance across the sectors is better captured and addressed in the strategic approach. Moreover, ensure that the significant

contribution of Luxembourg to Lao systems for skills development is framed in, and guided by, the strategy. (Conclusions 1, 3, 9)

Responsible partners: Ministry of Foreign and European Affairs of the Grand Duchy of Luxembourg, Embassy of the Grand Duchy of Luxembourg in Lao PDR, and Government of LAO PDR.

Possible actions include:

- Revise the theory of change for the governance sector to better acknowledge the interventions in the sector as well as interventions under other sectors (i.e. effectiveness of the public administration, result-based management, local governance, and communities' empowerment).
- Revise and further develop ICP outcome indicators that highlight Luxembourg's contribution to Lao systems for skills development and the different dimensions of governance across all focal sectors.
- Ensure that ICP outcome indicators reflects the programme contribution to – and – are aligned with the Lao PDR National Socio-Economic Development Plan.

Recommendation 2: Maintain the geographic focus in health and local development until interventions have been fully consolidated. Strengthen continuity through targeting investment in the targeted provinces, where Luxembourg has had a long-term engagement, established a strong comparative advantage and laid a good foundation for future engagement. Refrain from upscaling into more provinces as this could dilute the impact of the investments on livelihoods and challenge the sustainability of current interventions. (Conclusions 1, 2, 6, 7, 10)

Responsible partners: Ministry of Foreign and European Affairs of the Grand Duchy of Luxembourg, Embassy of the Grand Duchy of Luxembourg in Lao PDR, Government of Lao PDR, development partners.

Possible actions include:

- Focus on consolidation of interventions in the four target provinces and refrain from geographic upscaling until the processes and results established have been consolidated.
- Increase attention to capacity development of GoL staff and local communities.

Recommendation 3: Enhance the mechanisms for ensuring good complementarity between projects by strengthening mechanisms for project selection and capitalising upon available expertise among implementing partners - ICP IV and beyond. Continue to use different modalities of implementation in a balanced and mutually reinforcing manner, with consideration to the strengths and weaknesses of each, but introduce complementarity-related criteria for project identification and selection and provide opportunities for project-to-project learning. This should be done with a view towards a) strengthening GoL service delivery and good governance, b) delivering tangible and sustainable improvements of the lives of vulnerable groups, and c) promoting the integration of cross-cutting concerns, including gender, environment, and resilience into economic development. (Conclusions 7 and 8)

Responsible partners: Ministry of Foreign and European Affairs of the Grand Duchy of Luxembourg, Embassy of the Grand Duchy of Luxembourg in Lao PDR, Government of Lao PDR/development partners

Possible actions include:

- Request NGO to include an analysis of project complementarity and synergies with bilateral and multilateral projects in their proposals.

- Establish mechanisms for peer-learning between the bilateral, NGO, multilateral and regional interventions, such as learning fora and peer reviews to share experience on different approaches and cross-fertilisation of lessons learnt at programme level.
- Facilitate programme steering through revision of the sector results frameworks to encompass and guide all interventions towards clear sector objectives, rather than main project objectives. This should also cover gender, environment and climate change.

Recommendation 4: Further enhance attention to ensuring financial sustainability of the processes established and results achieved by interventions funded by Luxembourg - ICP IV and beyond. Ensure that there is clear understanding of the financial risks to sustainability and come up with measures to enhance the likeliness of post-project financial sustainability of the process established and results achieved. (Conclusions 4, 10)

Responsible partners: Ministry of Foreign and European Affairs of the Grand Duchy of Luxembourg, Embassy of the Grand Duchy of Luxembourg in Lao PDR, Government of Lao PDR.

Possible actions include:

- Gather and analyse lessons learnt of engaging private sector in service delivery in Lao PDR.
- Gather and analyse lessons learnt from the health sector with the joint participatory mechanism.
- Gather and analyse lessons learnt with community-based and community-funded operation and maintenance of infrastructure from projects funded by ICP IV and earlier ICPs.
- Explore opportunities to support GoL in strengthening its budget allocation system and in prioritising expenditures related to the processes and results established by the interventions funded by Luxembourg.
- For each intervention, develop a financial sustainability strategy with tangible measures and an analysis of the residual risk. Develop gradual phase-out strategies which go beyond the project lifetime and consider gradual financial handover and identify critical gaps to be addressed under ICP V.
- In line with the new Luxembourg Development Cooperation Strategy, explore the possibility and appropriateness of establishing alternative financing mechanisms, such as blending. For agricultural development engage in improving and diversifying market access in a pro-poor manner, such as through the use of the new Luxembourg-EU-IFAD Agribusiness Capital Fund.

Recommendation 5: Further enhance attention to mainstreaming gender and environmental issues - ICP IV and beyond. Ensure that gender, environment and climate change (adaptation) is mainstreamed more consistently across the interventions, covering both the prevention of unintended negative impacts and the opportunities and socio-economic benefits related to women's participation and environmental protection are capitalised upon. (Conclusion 6)

Responsible partner: Ministry of Foreign and European Affairs of the Grand Duchy of Luxembourg, Embassy of the Grand Duchy of Luxembourg in Lao PDR, Executing agencies, Government of Lao PDR.

Possible actions include:

- Develop and implement gender, environment and climate change mainstreaming plans at the intervention level, with an identification of the risks and opportunities related to these issues and indication of how these issues can be integrated into the main project activities and outputs, including clear targets, timelines and actions.
- Develop a clear gender results framework for each sector and ensure that gender experts are available for operations at sector level, as per the Luxembourg Development Cooperation Gender Strategy.

- Consider engaging consultants to support the identification of risks and opportunities and development of mainstreaming plans, review of draft mainstreaming plans, and/or provide mainstreaming training for project staff and implementing partners.

Recommendation 6: At programme level: use impact indicators and strategic monitoring as tools for enhancing aid effectiveness - ICP IV and beyond. Reframe ICP programme indicators to facilitate the use of the monitoring framework for increased accountability and results, by gathering evidence which informs the programming process and criteria for the identification/selection of areas of support. Ensure that the ICP M&E framework informs strategic rather than only operational decisions. (Conclusion 9)

Responsible partner: Ministry of Foreign and European Affairs of the Grand Duchy of Luxembourg, Embassy of the Grand Duchy of Luxembourg in Lao PDR, Executing agencies, Government of Lao PDR.

Possible actions include:

- Revise the ICP IV monitoring framework to facilitate its use for programme steering.
- Revise ICP indicators to ensure they are appropriate for determining Luxembourg's contribution to GoL's development priorities, and for steering the funded projects. Reduce the numbers of indicators.
- Use the results-oriented indicators developed by the projects.
- Replicate in other projects the best practices from LAO/029's monitoring framework and reporting.
- Use the outcomes from – and encourage use of – the knowledge management system developed by LuxDev's Regional Office.

Recommendation 7: Enhance the capacity to coordinate and deepen the policy dialogue - ICP IV and beyond. Increase the capacity of the Embassy of Luxembourg to engage more deeply in policy dialogue and follow more closely the dialogue done by implementing partners. (Conclusion 7)

Responsible partner: Ministry of Foreign and European Affairs of the Grand Duchy of Luxembourg.

Possible actions include:

- Increase the human resource capacity to steer the programme and engage in policy dialogue through the recruitment of local programme officers with relevant sector expertise at the Embassy.
- Further enhance/expand the engagement in joint sector analysis and joint monitoring in the EU joint programme framework, to identify potential joint and co-financed interventions for the Indicative Cooperation Programme V.
- Further strengthen coordination mechanisms between the GoL and line ministries, the Luxembourg Embassy in Vientiane, and LuxDev.

Annex A – Abbreviations and Acronyms

ADB	Asian Development Bank
CTA	Chief Technical Adviser
DHIS	District Health Information System
DIC	Department of International Cooperation
EQ	Evaluation Question
EU	European Union
FAM	Focus Assessment Mission
GoL	Government of Lao PDR
HSRS	Health Sector Reform Strategy
ICP	Indicative Country Programme
IFAD	International Fund for Agriculture Development
IL	Intervention Logic
ILO	International Labour Organisation
IRMNCH	Integrated Reproductive Maternal Newborn, Child Health
JICA	Japan International Cooperation Agency
KHALODEP	Khammouan Local Development Project
LDC	Least Developed Countries
LECS	Lao Expenditure and Consumption Study
LIH	Luxembourg Institute for Health
LL-HSSP II	Lao-Luxembourg Health Sector Support Programme-Phase II
LSB	Lao Statistic Bureau
LSIS	Lao Social Indicator Survey
LuxDev	Lux-Development
MDG	Millennium Development Goals
MFEA	Ministry of Foreign and European Affairs
M&E	Monitoring and Evaluation
MoES	Ministry of Education and Sport
MOF	Ministry of Finance
MOH	Ministry of Health
MICT	Ministry of Information, Culture and Tourism
MoJ	Ministry of Justice
MoLSW	Ministry of Labour and Social Welfare
MNCH	Maternal, Newborn and Child Health
MPI	Ministry of Planning and Investment
MRC	Mekong River Commission
MRLG	Mekong Region Land Governance
MTR	Mid-Term Review
NHIB	National Health Insurance Bureau
NGO	Non-Governmental Organisations
NUOL	National University of Lao PDR
NSEDP	National Socio-economic Development Plan
ODA	Official Development Assistance
OECD	Organisation for Economic Co-operation and Development

OPA	Operational Partnership Agreement
PARECIDS	Luxembourg-Lao PDR Partnership for Research and Capacity Building in Infectious Disease Surveillance
PHO	Provincial Health Office
PSC	Project Steering Committee
UNDP	United Nations Development Programme
UNJP	United Nations Joint Programme
SDC	Swiss Agency for Development and Cooperation
SDG	Sustainable Development Goal
SEA	Strategic Environmental Assessment
SSSJ	Soum Son Seun Jai
STATEC	National Institute of Statistic and Economic Studies of Luxembourg
SWG	Sector Working Group
TFD	Technical and Financial Document
ToC	Theory of Change
ToR	Terms of Reference
TVET	Technical and Vocational Education and Training
UHC	Universal Health Coverage
UNFPA	United Nations Population Fund
UNICEF	United Nations International Children's Emergency Fund
UNJP	UN Joint Programme
UXO	Unexploded ordnance
VDF	Village Development Fund
WB	World Bank
WHO	World Health Program

Annex B – Evaluation Matrix

Indicators ²⁰ / hypothesis to be used in Evaluation	Methods	Data Sources	Availability and Reliability of Data / comments
EQ1 Strategic Relevance: To what extent has the ICP IV and its interventions responded and is responding to the Lao PDR Development Strategy and evolving needs of beneficiaries?			
1.1 Evidence of alignment to the NSEDP, and SDGs	<p>Review 8th National Socio-Economic Development Plan to determine if ICP concentration sectors and geographic areas are priority areas of GoL development plans</p> <p>Review Technical and Financial project documents to determine if and how interventions are targeting specific activities or outputs of the NSEDP</p> <p>Review ICP IV M&E framework to determine if expected results and indicators allow to monitor progress against their respective NSEDP and GoL strategy targets.</p> <p>Interviews with GoL partners Interviews with Luxembourg MFEA/LuxDev Interviews with representatives of SWGs</p> <p>Examination if the national allocation of finance and other resources are consistent with other policy level statements that indicate alignment (examination of strategic allocation of funds/sector)</p> <p>Interviews with main project partners</p>	<p>8th National Socio-Economic Development Plan</p> <p>Sector strategies</p> <p>Stakeholders opinions</p> <p>ICP IV Programme Document</p> <p>Lao-Lux Partnership Commission minutes of meeting</p> <p>Opinion of main project partners</p>	<p>Main documents are available. For indicator 1.1 It is not known to which extent there is documentation on the processes and analyses from the identification and formulation phase, nor from the process of risk management.</p> <p>Reliability: Sometimes there can be alignment on paper but not in practice hence there is a test on the commitment of finance and other resources.</p>
1.2 Evidence of effective dialogue with GoL	Assess consultation process: - Embassy and MFEA participation in/lead of Sector Working	Minutes of Steering Committee Meetings	

²⁰ Note that the chosen indicators are not exhaustive in the sense that they will provide the full answer but should be considered as providing supportive analysis and insight in combination with open responses from the interviews. The indicators provide a list of important factors but depending on the intervention and nature of the evidence they will be reported on where they shed light on the main question but not necessarily be comprehensively reported if they do not or a good enough evidence base is not found.

partners in programming, preparation processes.	Groups - Government driven Round Table Process - Existence of mechanisms for strategic dialogue	Interviews Lao-Lux Partnership Commission minutes of meeting	
1.3 Evidence of consultative processes for effective beneficiary involvement in preparation process and implementation	- Assess consultation process - Interviews with beneficiaries	Minutes from planning meetings Opinions from beneficiaries and partners	
1.4 Evidence of context and sector analysis	Review Technical and Financial project documents	Technical and Financial project documents	
1.5 Evidence that the programme is aligned with Luxembourg development cooperation strategy			
EQ2 Health sector interventions effectiveness and impact: To what extent are the interventions in the health sector likely to bring the expected results (strategic approach) and contribute to the achievement of the main development indicators in the sector?			
2.1 Presence of a technically sound strategic approach to achieving expected results (Alignment and ownership)	1. To build this indicator the team will use proxies: - Sector interventions are aligned with GoL sector strategy - Luxembourg has assessed the strength and weaknesses of the GoL sector strategy - Luxembourg has adjusted its approach accordingly - Financial contribution of beneficiary institutions to the implementation of interventions - A risk assessment has been conducted and is used to guide possible adjustments in the implementation structure and composition. - The local absorption and implementation capacities has been taken into account in the conception as well as the implementation of the intervention 2. Verify that: - The management of interventions is in the hands of the beneficiary country - The development, the execution, the financial management and the M&E of interventions was/is done using as much as possible the systems of the beneficiary country	Lao National Health Sector Reform Strategy 2013-25 8th Health Sector Development Plan (2016 – 2020) Subsector strategies regarding reproductive, maternal and child health (RMNCH), health financing, and health personnel development. LAO 017/LAO 027 Technical and Financial Document Lux Dev Progress Reports LAO 027 Focus Assessment Minutes of PSC meetings Interviews OPAs Project List of staff and positions	Availability: It is not known to which extent there is documentation on the processes and analyses from the identification and formulation phase, nor from the process of risk management. Reliability: Sometimes there can be alignment on paper but not in practice hence there is a test on the commitment of finance and other resources.
2.2 Evidence that health	Synthesized assessment of progress through:	Lux Dev Progress Reports	Availability: There are

<p>coverage has improved with a specific focus on maternal and child health services</p>	<p>1. Review of documented progress with regards to project main outputs/outcomes such as:</p> <ul style="list-style-type: none"> - Health system governance is improving in the new targeted provinces. -Availability and quality of health care services - Increase in free delivery of Maternal, Neonatal and Child Health Care - Presence of mechanisms to ensure most vulnerable groups/people have access to health services <p>2. Review any documented changes in the ICP indicators that confirm that health coverage has improved.</p> <p>2. It is envisaged to conduct focus group discussions with 1) the beneficiaries, 2) the local authorities involved in the implementation</p>	<p>LAO 027 Focus Assessment Minutes of PSC meetings Lao-Lux Partnership Commission minutes of meeting</p> <p>NSEDP mid-term review (draft per august 2018) EU Joint-Programming Mid-Term Review UN Joint Programme Annual Report (Review the achievement of previous phase)</p> <p>Annual reports prepared by Provincial Health Department Reports from District Health Office Health facility reports Lao Social indicators survey (2017) MOH Health Statistics Report (2016)</p> <p>Opinions of project partners and implementers Opinions of end beneficiaries in Bolikhamxay province</p>	<p>uncertainties on the availability of data to assess progress towards results. The Lao 027 M&E framework is under definition. However, recent surveys can be used.</p> <p>Reliability: There will be a need to look at the methodology for data production. Triangulation with interviews.</p>
<p>2.3 Evidence that interventions are harmonised in the sector</p>	<p>1. Assessment of donor coordination (with a focus on EU member states, WHO and UN):</p> <ul style="list-style-type: none"> -Mapping other donors' project in the sector to search presence or absence of overlaps, or duplication - Interview with other donors - Existence of joint-programming, joint-implementation and joint-reviews - Presence of representatives of MFEA in the health sector working groups - Donors use harmonised procedures for reporting, financial management and procurement 	<p>Web search Lao 027 Technical and Financial Document</p> <p>UNJP Project Document UNJP Annual Report</p> <p>EU Joint-Programme Document EU Joint-Programming Policy Briefs</p> <p>Interviews Field observation</p>	<p>Availability: Project documentation available.</p> <p>Reliability: Project mapping triangulated with interviews with government counterparts and other development partners. This should be a reliable source of information</p>

		List of staff	
2.4 Evidence that cross-cutting issues were integrated into intervention design and implementation?	Review Project Documents to: - Determine if and how measures were taken to include gender, environment and governance dimensions - Presence of indicators on gender - Interviews with project implementers	Lao 027 Technical and Financial Document	Availability: Data on design and strategy available in project documentation. Still to be assessed if there is progress reporting on interventions on cross cutting issues, data disaggregation and monitoring.
2.5 Degree to which the implementing partners consider that sector interventions are likely to increase health coverage?	Interviews with implementing partners which will also consider main challenges and opportunities to reach the expected results	Opinion of implementing partners	Reliability: There is a risk that respondents will be positively biased due to their involvement in the project. Triangulation with other source of information from result indicators.
2.6 Assessment of the combined results, alignment and sustainability will form the basis for an assessment of the likeliness of impact	Stakeholders and project documentation indicate a likeliness of impact of ongoing interventions by the end of the programme. Mainly to be based on interviews with stakeholders. Identification of cases where the ICP has been influencing the national level, for example by upscaling good practice, pilot activities from programmes and dialogue influencing policies	Interviews with stakeholders, in combination with a synthesis of findings, primarily from effectiveness and sustainability. Reporting against ICP indicators	Reliability: Stakeholders may be positively biased in their assessment of the possible impact due to their involvement in the projects, and possible responsibility for achieving results.
2.7 Stakeholders involved in previous phases of ongoing projects confirm by examples that interventions have led to impact.	Interviews with stakeholders of the current ICP IV who were also involved in the previous phase/s Review of relevant reviews and evaluations based on guidance from stakeholders as to where such insights may be found.	Reviews and evaluations from previous phases (selected after interviews with stakeholders) Project Progress Reports (selected)	Availability and reliability: Reviews/evaluations from previous phases are available and are assessed to be reliable as they were independent reviews.
EQ3 Local Development interventions effectiveness and impact: To what extent are the interventions for local development likely to bring the expected results (strategic approach) and contribute to the achievement of the main development indicators in the sector?			

<p>3.1 Presence of a technically sound strategic approach to achieving expected results</p>	<p>1. To build this indicator the team will use proxies:</p> <ul style="list-style-type: none"> - Sector interventions are aligned with GoL sector strategy - Luxembourg has assessed the strength and weaknesses of the GoL sector strategy - Luxembourg has adjusted its approach accordingly - Financial contribution of beneficiary institutions to the implementation of interventions - A risk assessment has been conducted and is used to guide possible adjustments in the implementation structure and composition. - The local absorption and implementation capacities has been taken into account in the conception as well as the implementation of the intervention <p>2. Verify that:</p> <ul style="list-style-type: none"> - The management of interventions is in the hands of the beneficiary country - The development, the execution, the financial management and the M&E of interventions was/is done using as much as possible the systems of the beneficiary country- <p>3. Review the achievement of the LAO/021 to gain insights (as this was the model for LAO/030)</p>	<p>ICP IV Programme Document 8th National Socio-Economic Development Plan Technical and Financial Document LAO/030</p> <p>Lux Dev Progress Reports Minutes of PSC meetings</p> <p>Final evaluation reports LAO/021-LAO024</p> <p>Interviews OPAs Project List of staff and positions</p>	<p>Availability: It is not known to which extent there is documentation on the processes and analyses from the identification and formulation phase, nor from the process of risk management.</p> <p>Reliability: Sometimes there can be alignment on paper but not in practice hence there is a test on the commitment of finance and other resources.</p>
<p>3.2 Evidence that the living standards and socio-economic status of the population in the about 200 target villages have improved.</p>	<p>Synthesized assessment of progress through:</p> <ol style="list-style-type: none"> 1. Review of documented progress with regards to project main outputs/outcomes 2. Review any documented changes in the ICP indicators that confirm that the living standards and socio-economic status of the population in the about 200 target villages have improved. 3. It is envisaged to conduct focus group discussions with 1) the beneficiaries, 2) the local authorities involved in the implementation 	<p>Technical and Financial Document LAO/030 LuxDev Progress Reports Minutes of PSC meetings Lao-Lux Partnership Commission minutes of meeting</p> <p>NSEDP mid-term review (draft per august 2018) EU Joint-Programming Mid-Term Review</p> <p>Lao Social indicators survey (2017) Reporting against ICP indicators</p>	<p>Availability: Progress reports from the project not yet available and hence uncertain whether there is progress reporting against the NSEDP targets.</p> <p>Must be checked if there is progress report on the ICP targets from the MFEA.</p> <p>Reliability: No project mid-term reviews available - can only be based on project progress reports and may hence be less reliable than</p>

		Opinions of implementing authorities	an independent review (an independent review is scheduled for November 2018, i.e. after the mission of the ICP programme review). When reporting against indicators is available, there will be a need to look at the methodology for data production. Triangulation with interviews.
3.3 Evidence that access to social services has increased	<p>Synthesized assessment of progress through:</p> <p>1. Review of documented progress with regards to project main outputs/outcomes: - Presence of mechanisms to ensure most vulnerable groups/people have access to social services</p> <p>2. Review any documented changes in the ICP indicators that confirm that access to social services has increased. The review will consider following outcome indicators:</p> <p>3. It is envisaged to conduct focus group discussions with 1) the end- beneficiaries, 2) the local authorities involved in the implementation to understand the extent to which people make use of social services and other facilities</p>	<p>Technical and Financial Document LAO/030 LuxDev Progress Reports Minutes of PSC meetings Lao-Lux Partnership Commission minutes of meeting</p> <p>NSEDP mid-term review (draft per august 2018) EU Joint-Programming Mid-Term Review</p> <p>Lao Social indicators survey (2017) Reporting against ICP indicators</p> <p>Opinions of end-beneficiaries Opinions of implementing authorities</p>	<p>Availability: LAO/030 has an M&E system, so data is assumed to be available. However unknown if there is a reporting on the ICP indicators. However, recent surveys can be used.</p> <p>Reliability: There will be a need to look at the methodology for data production. Triangulation with interviews.</p>
3.4 Evidence local development planning has been strengthened	<p>Synthesized assessment of progress through:</p> <p>1. Review of documented progress with regards to project main outputs/outcomes: - (R1) Community-led development will have been promoted and utilised in the target villages: % of target districts with a formalized Local SEDP that includes the community-led village development plans</p>	<p>Technical and Financial Document LAO/030 LuxDev Progress Reports Minutes of PSC meetings Lao-Lux Partnership Commission minutes of meeting</p>	<p>Availability: LAO/030 has an M&E system, so data is assumed to be available. However unknown if there is a reporting on the ICP indicators. However, recent surveys can be used.</p>

	<p>2. Review any documented changes in the ICP indicators that local development planning has been strengthened.</p> <p>3. It is envisaged to conduct focus group discussions with 1) the end- beneficiaries, 2) the local authorities involved in the implementation</p>	<p>NSEDP mid-term review EU Joint-Programming Mid-Term Review</p> <p>Final evaluation reports LAO/021-LAO024</p> <p>Lao Social indicators survey (2017) Reporting against ICP indicators</p> <p>Opinions of end-beneficiaries Opinions of implementing authorities</p>	<p>Reliability: There will be a need to look at the methodology for data production. Triangulation with interviews.</p>
3.5 Evidence that interventions are harmonised in the sector	<p>1. Assessment of donor coordination (with a focus on EU member states):</p> <ul style="list-style-type: none"> -Mapping other donors' project in the sector to search presence or absence of overlaps, or duplication - Interview with other donors - Existence of joint-programming, joint-implementation and joint-reviews - Presence of representatives of MFEA in the sector working group - Donors use harmonised procedures for reporting, financial management and procurement 	<p>Web search Lao 030 Technical and Financial Document</p> <p>EU Joint-Programme Document EU Joint-Programming Policy Briefs</p> <p>Interviews Field observation List of staff</p>	<p>Availability: Project documentation available.</p> <p>Reliability: Project mapping triangulated with interviews with government counterparts and other development partners. This should be a reliable source of information</p>
3.6 Evidence that cross-cutting issues were integrated into intervention design and implementation?	<p>Review Project Documents to:</p> <ul style="list-style-type: none"> - Determine if and how measures were taken to include gender, environment and governance dimensions - Presence of indicators on gender - Interviews with project implementers 	<p>Technical and Financial Document LAO/030</p> <p>LAO/030 Progress reports</p>	<p>Availability: Data on design and strategy available in project documentation. Still to be assessed if there is progress reporting on interventions on cross cutting issues, data disaggregation and monitoring.</p> <p>Reliability:</p>
3.7 Degree to which the implementing partners in	Interviews with implementing partners which will also consider main challenges and opportunities to reach the expected	Steering committee minutes Opinion from implementing	Reliability: There is a risk that respondents will be

the country consider the sector interventions as being effective?	<p>results</p> <p>Opinions from selected partners who were also involved in previous programme phase/s where relevant to gain insights</p>	partners	positively biased due to their involvement in the project. Triangulation with other source of information from result indicators.
3.8 Assessment of the combined results, alignment and sustainability will form the basis for an assessment of the likeliness of impact	<p>Stakeholders and project documentation indicate a likeliness of impact of ongoing interventions by the end of the programme. Mainly to be based on interviews with stakeholders.</p> <p>Identification of cases where the ICP has been influencing the national level, for example by upscaling good practice, pilot activities from programmes and dialogue influencing policies</p>	<p>Interviews with stakeholders, in combination with a synthesis of findings, primarily from effectiveness and sustainability.</p> <p>Reporting against ICP indicators</p>	Reliability: Stakeholders may be positively biased in their assessment of the possible impact due to their involvement in the projects, and possible responsibility for achieving results.
3.9 Stakeholders involved in previous phases of ongoing projects confirm by examples that interventions have led to impact.	<p>Interviews with stakeholders of the current ICP IV who were also involved in the previous phase/s</p> <p>Review of relevant reviews and evaluations based on guidance from stakeholders as to where such insights may be found.</p>	<p>Reviews and evaluations from previous phases (selected after interviews with stakeholders)</p> <p>Project Progress Reports (selected)</p>	Availability and reliability: Reviews/evaluations from previous phases are available and are assessed to be reliable as they were independent reviews.
EQ4 Vocational training in the tourism sector effectiveness and impact: To what extent are the interventions in the tourism sector likely to bring the expected results (strategic approach) and contribute to the achievement of the main development indicators in the sector?			
4.1 Presence of a technically sound strategic approach to achieving expected results (Alignment/Ownership)	<p>1. To build this indicator the team will use proxies:</p> <ul style="list-style-type: none"> - Sector interventions are aligned with GoL sector strategy - Luxembourg has assessed the strength and weaknesses of the GoL sector strategy - Luxembourg has adjusted its approach accordingly - Financial contribution of beneficiary institutions to the implementation of interventions - A risk assessment has been conducted and is used to guide possible adjustments in the implementation structure and composition. - The local absorption and implementation capacities has been taken into account in the conception as well as the implementation of the intervention <p>2. Verify that:</p> <ul style="list-style-type: none"> - The management of interventions is in the hands of the beneficiary country 	<p>Lao PDR TVET Development Plan 2016 –2020 and associated progress reports.</p> <p>The National Tourism Strategy 2006 – 2020</p> <p>LAO 029 Technical and Financial Document</p> <p>Lux Dev Progress Reports</p> <p>Minutes of PSC meetings</p> <p>Interviews</p> <p>OPAs</p>	<p>Availability: It is not known to which extent there is documentation on the processes and analyses from the identification and formulation phase, nor from the process of risk management.</p> <p>Reliability: Sometimes there can be alignment on paper but not in practice hence there is a test on the commitment of finance and other resources.</p>

	<ul style="list-style-type: none"> - The development, the execution, the financial management and the M&E of interventions was/is done using as much as possible the systems of the beneficiary country - Assess the findings from the previous phase of the project which was a precursor to the current phase to gain insights 	<p>Project List of staff and positions</p> <p>Final Evaluation report, LAO/020</p>	
4.2 Evidence that Lao youth and disadvantaged groups find employment in the tourism sector.	<p>Synthesized assessment of progress through:</p> <p>1. Review of documented progress with regards to project main outputs/outcomes:</p> <ul style="list-style-type: none"> - Evidence that targets have been reached in terms of outreach to beneficiaries (number of schools, number of teachers, number of students/graduates) <p>2. Review any documented changes in the ICP indicators that confirm results.</p> <p>3. Other indicators may be proposed during the review such as:</p> <ul style="list-style-type: none"> - Evidence that there is a mechanism for reaching youth and disadvantaged groups in the project design - Evidence that youth and disadvantaged groups are selected for training in an equitable manner <p>4. Interviews with key stakeholders, incl. beneficiaries – possibly in the form of a case study with one school programme and a focus group discussion with graduates</p> <ul style="list-style-type: none"> . Use of tracer studies if available. 	<p>Lao PDR TVET Development Plan 2016 –2020 and associated progress reports.</p> <p>The National Tourism Strategy 2006 – 2020 and associated progress reports.</p> <p>Lao-Lux Partnership Commission minutes of meeting</p> <p>SDC Annual Reports</p> <p>Technical and Financial Document LAO/029 and Progress Reports</p> <p>LuxDev Progress Reports</p> <p>Minutes of PSC meetings</p> <p>NSEDP mid-term review (draft per august 2018)</p> <p>EU Joint-Programming Mid-Term Review</p> <p>Lao Social indicators survey (2017) Reporting against ICP indicators</p> <p>Opinions of end-beneficiaries</p> <p>Opinions of implementing authorities</p> <p>Opinions of project partners (SDC)</p>	<p>Availability: No review available - can only be based on project progress reports. However, recent surveys may be used. To be checked if tracer studies are conducted. Is there disaggregated data on the ethnicity, gender socio economic status?</p> <p>Reliability: There will be a need to look at the methodology for data production. An element of judgment if assessment only based on progress reports. Triangulation with interviews.</p>
4.3 Evidence of increased quality of services in the tourism sector. (Results)	<p>Synthesized assessment of progress through:</p> <p>1. Review of documented progress with regards to project main outputs/outcomes:</p> <ul style="list-style-type: none"> - Evidence that the availability, quality, variety of skills 	<p>Technical and Financial Document LAO/029 and Progress Reports</p> <p>LuxDev Progress Reports</p> <p>Minutes of PSC meetings</p>	<p>Availability: No review available - can only be based on project progress reports. However, recent surveys</p>

	<p>development programmes have increased.</p> <ul style="list-style-type: none"> - Presence of mechanisms to ensure most vulnerable groups/people access to training/employment <p>2. Review any documented changes in the ICP indicators that confirm results. The review will consider following indicators:</p> <p>3. Interviews with representatives of employers in the tourism and hospitality industry (the Lao Hotel and Restaurant Association)</p>	<p>Lao-Lux Partnership Commission minutes of meeting SDC Annual Reports</p> <p>NSEDP mid-term review EU Joint-Programming Mid-Term Review</p> <p>Lao Social indicators survey (2017) Reporting against ICP indicators</p> <p>Opinions of end-beneficiaries Opinions of implementing authorities Opinions of project partners (SDC)</p>	<p>may be used. The employers' satisfaction survey is about to be launched and may be available before the end of the current review.</p> <p>Reliability: There will be a need to look at the methodology for data production. An element of judgment if assessment only based on progress reports. Triangulation with interviews.</p>
4.4 Evidence that interventions are harmonised in the sector	<p>1. Assessment of donor coordination (with a focus on EU member states):</p> <ul style="list-style-type: none"> -Mapping other donors' project in the sector to search presence or absence of overlaps, or duplication - Interview with other donors - Existence of joint-programming, joint-implementation and joint-reviews - Presence of representatives of MFEA in the health sector working groups - Donors use harmonised procedures for reporting, financial management and procurement 	<p>Web search Lao 029 Technical and Financial Document</p> <p>EU Joint-Programme Document EU Joint-Programming Policy Briefs</p> <p>Interviews Field observation List of staff</p>	<p>Availability: Project documentation available.</p> <p>Reliability: Project mapping triangulated with interviews with government counterparts and other development partners. This should be a reliable source of information</p>
4.5 Evidence that cross-cutting issues have been well considered	<p>Review Project Documents to:</p> <ul style="list-style-type: none"> - Determine if and how measures were taken to include gender, environment and governance dimensions - Presence of indicators on gender - Interviews with project implementers - Assessment of trainee selection process 	<p>Technical and Financial Document LAO/029 LAO/029 Progress reports SDC Annual Reports</p>	<p>Availability: Data on design and strategy available in project documentation. Still to be assessed if there is progress reporting on interventions on cross cutting issues, data disaggregation and monitoring.</p> <p>It can also be tested through</p>

			interviews with stakeholders and beneficiaries. Reliability: Stakeholders may be inclined to answer positively due to their engagement/vested interest in the programmes.
4.6 Degree to which the implementing partners in the country consider the sector interventions as being effective?	Interviews with implementing partners which will also consider main challenges and opportunities to reach the expected results Interviews with selected partners who were also involved in previous programme phase/s where relevant to gain insights	Opinion of implementing partners Steering committee minutes	Reliability: There is a risk that respondents will be positively biased due to their involvement in the project. Triangulation with other source of information from result indicators.
4.7 Assessment of the combined results, alignment and sustainability will form the basis for an assessment of the likeliness of impact	Stakeholders and project documentation indicate a likeliness of impact of ongoing interventions by the end of the programme. Mainly to be based on interviews with stakeholders. Identification of cases where the ICP has been influencing the national level, for example by upscaling good practice, pilot activities from programmes and dialogue influencing policies	Interviews with stakeholders, in combination with a synthesis of findings, primarily from effectiveness and sustainability. Reporting against ICP indicators	Reliability: Stakeholders may be positively biased in their assessment of the possible impact due to their involvement in the projects, and possible responsibility for achieving results.
4.8 Stakeholders involved in previous phases of ongoing projects confirm by examples that interventions have led to impact.	Interviews with stakeholders of the current ICP IV who were also involved in the previous phase/s Review of relevant reviews and evaluations based on guidance from stakeholders as to where such insights may be found.	Reviews and evaluations from previous phases (selected after interviews with stakeholders) Project Progress Reports (selected)	Availability and reliability: Reviews/evaluations from previous phases are available and are assessed to be reliable as they were independent reviews.
EQ 5. Governance sector interventions effectiveness and impact: To what extent are the interventions in the governance sector likely to bring the expected results (strategic approach) and contribute to the achievement of the main development indicators in the sector?			
5.1 Presence of a technically sound strategic approach to achieving expected results	To build this indicator the team will use proxies: - Sector interventions are aligned with GoL sector strategy - Luxembourg has assessed the strength and weaknesses of the GoL sector strategy - Luxembourg has adjusted its approach accordingly - Financial contribution of beneficiary institutions to the	Legal Sector Master Plan Lao PDR Strategic Governance Plan 2011-2020 Plan on Development of the Rule of Law in the Lao PDR toward the year 2020	Availability: It is not known to which extent there is documentation on the processes and analyses from the identification and formulation phase, nor from

	<p>implementation of interventions</p> <ul style="list-style-type: none"> - A risk assessment has been conducted and is used to guide possible adjustments in the implementation structure and composition. - The local absorption and implementation capacities has been taken into account in the conception as well as the implementation of the intervention <p>2. Verify that:</p> <ul style="list-style-type: none"> - The management of interventions is in the hands of the beneficiary country - The development, the execution, the financial management and the M&E of interventions was/is done using as much as possible the systems of the beneficiary country 	<p>LAO 028/LAO 031 Technical and Financial Document</p> <p>Lux Dev Progress Reports Minutes of PSC meetings</p> <p>Interviews OPAs</p> <p>Project List of staff and positions LAO/023 Final evaluation report LAO/028 Final evaluation report UNDP Reports on the RTM</p>	<p>the process of risk management.</p> <p>Reliability: Sometimes there can be alignment on paper but not in practice hence there is a test on the commitment of finance and other resources.</p>
5.2 Evidence that Law practitioners have a better understanding of their role in strengthening access to justice and contributing to the reinforcement of the rule of law	<p>Synthesized assessment of progress through:</p> <p>1. Review of documented progress with regards to project main outputs/outcomes:</p> <ul style="list-style-type: none"> - Evidence that the interventions under the governance projects have led to organisational changes (at the Faculty of Law and the MPI-DIC) and increased capacity within the University and private Law practitioners (LAO031)/MPI DIC staff (LAO028) <p>2. Review any documented changes in the ICP indicators that confirm that Law practitioners have a better understanding of their role in strengthening access to justice and contributing to the reinforcement of the rule of law.</p> <p>3. Other indicators may be proposed during the review such as:</p> <ul style="list-style-type: none"> - Perception of project implementers - Perception of project beneficiaries 	<p>Legal Sector Master Plan M&E Reports.</p> <p>Technical and Financial Document LAO/031 and Progress Reports LuxDev Progress Reports Minutes of PSC meetings Lao-Lux Partnership Commission minutes of meeting</p> <p>NSEDP mid-term review (draft per august 2018) EU Joint-Programming Mid-Term Review</p> <p>Lao Social indicators survey (2017) Reporting against ICP indicators</p> <p>Opinions of beneficiaries Opinions of implementing partners</p>	<p>Availability: There are uncertainties on the availability of data to assess progress towards results.</p> <p>Reliability: An element of judgment if assessment only based on progress reports. Triangulation with interviews.</p>
5.3 Evidence of a strengthened legal culture	<p>Synthesized assessment of progress through:</p> <p>1. 1. Review of documented progress with regards to project</p>	<p>Reports from the Ministry of Justice</p>	<p>Availability: There are uncertainties on the</p>

<p>in the country.</p>	<p>main outputs/outcomes:</p> <p>2. Review any documented changes in the ICP indicators that confirm strengthening of legal culture in the country.</p> <p>3. Other indicators may be proposed during the review such as:</p> <ul style="list-style-type: none"> - Perception of project implementers - Perception of project beneficiaries 	<p>Technical and Financial Document LAO/031 and Progress Reports LuxDev Progress Reports Minutes of PSC meetings Lao-Lux Partnership Commission minutes of meeting</p> <p>NSEDP mid-term review (draft per august 2018) EU Joint-Programming Mid-Term Review</p> <p>LAO/023 Final evaluation report LAO/028 Final evaluation report UNDP Reports on the RTM</p> <p>Survey reports MoJ/UNDP/Asia Foundation Reporting against ICP indicators</p> <p>Opinions of beneficiaries Opinions of implementing partners</p>	<p>availability of data to assess progress towards results. Project LAO031: At this stage there is no indication that activities related to indicator 5.3 have started. However, it may be possible to get insights from past project LAO023, and build upon results from other projects: i.e. LAO/028, UNDP/RTM</p> <p>Reliability: An element of judgment if assessment only based on progress reports. Triangulation with interviews.</p>
<p>5.4 Evidence that interventions are harmonised in the sector</p>	<p>1. Assessment of donor coordination (with a focus on the European Community):</p> <ul style="list-style-type: none"> -Mapping other donors' project in the sector to search presence or absence of overlaps, or duplication - Interview with other donors - Existence of joint-programming, joint-implementation and joint-reviews - Presence of representatives of MFEA in the health sector working groups - Donors use harmonised procedures for reporting, financial management and procurement 	<p>Web search Lao 031 Technical and Financial Document Lao 031</p> <p>EU Joint-Programme Document EU Joint-Programming Policy Briefs</p> <p>Interviews Field observation List of staff</p>	<p>Availability: Project documentation available.</p> <p>Reliability: Project mapping triangulated with interviews with government counterparts and other development partners. This should be a reliable source of information</p>
<p>5.5 Evidence that cross-cutting issues were integrated into intervention design and</p>	<p>Review Project Documents to:</p> <ul style="list-style-type: none"> - Determine if and how measures were taken to include gender, environment and governance dimensions - Presence of indicators on gender 	<p>Lao 031 Technical and Financial Document</p>	<p>Availability: Data on design and strategy available in project documentation. Still to be assessed if there is</p>

implementation?	Interviews with project implementers		progress reporting on interventions on cross cutting issues, data disaggregation and monitoring.
5.6 Degree to which the implementing partners consider that sector interventions are likely to produce expected results?	Interviews with implementing partners which will also consider main challenges and opportunities to reach the expected results	Opinion of implementing partners Steering committee minutes	Reliability: There is a risk that respondents will be positively biased due to their involvement in the project. Triangulation with other source of information from result indicators.
5.7 Assessment of the combined results, alignment and sustainability will form the basis for an assessment of the likeliness of impact	Stakeholders and project documentation indicate a likeliness of impact of ongoing interventions by the end of the programme. Mainly to be based on interviews with stakeholders. Identification of cases where the ICP has been influencing the national level, for example by upscaling good practice, pilot activities from programmes and dialogue influencing policies	Interviews with stakeholders, in combination with a synthesis of findings, primarily from effectiveness and sustainability. Reporting against ICP indicators	Reliability: Stakeholders may be positively biased in their assessment of the possible impact due to their involvement in the projects, and possible responsibility for achieving results.
5.8 Stakeholders involved in previous phases of ongoing projects confirm by examples that interventions have led to impact.	Interviews with stakeholders of the current ICP IV who were also involved in the previous phase/s Review of relevant reviews and evaluations based on guidance from stakeholders as to where such insights may be found.	Reviews and evaluations from previous phases (selected after interviews with stakeholders) Project Progress Reports (selected)	Availability and reliability: Reviews/evaluations from previous phases are available and are assessed to be reliable as they were independent reviews.
EQ6. Organisational Efficiency: To what extent are the modalities of implementation and monitoring of the ICP organised and managed efficiently?			
6.1 Degree of synergies (or contradiction) between Luxembourg Development Cooperation interventions in Lao PDR	- Portfolio analysis of Luxembourg interventions in Lao PDR to search presence or absence of overlaps, or duplication. - Presence of considerations on potential synergies in the design of the interventions - Interviews with GoL partners - Interviews with MFEA/LuxDev and Project managers -	Luxembourg Development Cooperation Intervention Inventory Project documents Opinions of GoL partners, MFEA/LuxDev and Project managers	Availability: Good Reliability: Good, but there is an element of judgement especially with regards to indicators 6.2, 6.3, 6.4 and 6.5
6.2 Evidence of performant allocation of	To build this indicator the team will use proxies: - sound, accessible documentation	Data from MFEA on budget execution	

the ICP IV budget	- Review of committed/allocated and spent budget		
6.3 Evidence that sound procurement systems were in place and used to control costs and ensure guidance and accountability for contracting and spending decisions	To build this indicator the team will use proxies: - Annual workplan formulated and used - Activities implemented as per annual workplan/Delays - Cost overruns - Financial status of on-going projects (committed/dispursed funds) - Clear contractual agreements - Monitoring and evaluation are conducted Interviews with project managers	OPAs Interventions Technical and Financial documents Findings from EQs PSC minute of meetings Lao-Lux Partnership Commission minutes of meeting Intervention Annual Workplan LuxDev Progress reports	
6.4 Evidence of a quality programme monitoring and evaluation system	Review the ICP M&E framework to determine if: - indicators are SMART - indicators are relevant (e.g. adequate to tracking progress, already used by policymakers and sector managers) Determine strength and weaknesses for monitoring the indicators (i.e financial and HR resources to produce data, frequency of monitoring indicators)	ICP IV M&E framework ICP IV programme documents Interviews	
6.5 Extent to which ICP M&E framework is used to adjust implementation and support informed decision making (i.e. project identification....)	- Evidence that indicators have been monitored - Evidence that recommendations from monitoring and evaluation reports are followed and adjustments made accordingly	Interventions monitoring and evaluation reports Interventions Project Documents Interviews with project managers	
6.6 Evidence of an appropriate communication and information flow	- Existence of a communication strategy - Evidence of exchange of information between MFEA in Luxembourg, the Embassy and LuxDev for the formulation process (informed d	Interventions Project Documents Opinions of main project partners and implementers	
EQ 7 Sustainability: To what extent are the benefits of the project interventions likely to be sustainable?			
7.1 Evidence that interventions in the health sector are being sustained and that the projects are designed and implemented to ensure sustainability	Review of project documents/design, progress reports and interviews to determine if: - Evidence that sufficient capacity has been built for partners and stakeholders to sustain the results and support lasting effect beyond the end of the projects/programme.	LuxDev and UN capacity building strategy Intervention Technical and Financial documents Intervention progress reports,	Comment: The sustainability and impact can only be assessed through assumptions such as if the design and implementation is conducive for results and sustainability, then there is

	<ul style="list-style-type: none"> - Evidence of financial contribution of beneficiary institutions to the implementation of interventions - Evidence of cost-recovery mechanisms to ensure sustainability of service delivery - Evidence that Legal and regulatory framework has been streamlined. 	<p>mid-term reviews and evaluations</p> <p>Opinion of project implementer and beneficiaries</p>	a likelihood of impact.
7.2 Evidence that interventions in local development are being sustained and that the projects are designed and implemented to ensure sustainability	<p>Review of project documents/design, progress reports and interviews to determine if:</p> <ul style="list-style-type: none"> - Evidence that sufficient capacity has been built for partners and stakeholders to sustain the results and support lasting effect beyond the end of the projects/programme. - Evidence of financial contribution of beneficiary institutions to the implementation of interventions - Evidence of cost-recovery mechanisms to ensure sustainability of service delivery - Evidence that Legal and regulatory framework has been streamlined. 	<p>LuxDev and UN capacity building strategy</p> <p>Intervention Technical and Financial documents</p> <p>Intervention progress reports, mid-term reviews and evaluations</p> <p>Opinion of project implementer and beneficiaries</p>	
7.3 Evidence that interventions in the tourism sector will being sustained and that the projects are designed and implemented to ensure sustainability	<p>Review of project documents/design, progress reports and interviews to determine if:</p> <ul style="list-style-type: none"> - Evidence that sufficient capacity has been built for partners and stakeholders to sustain the results and support lasting effect beyond the end of the projects/programme. - Evidence of financial contribution of beneficiary institutions to the implementation of interventions - Evidence of cost-recovery mechanisms to ensure sustainability of service delivery 	<p>LuxDev and UN capacity building strategy</p> <p>Intervention Technical and Financial documents</p> <p>Intervention progress reports, mid-term reviews and evaluations</p> <p>Opinion of project implementer and beneficiaries</p>	
7.4 Evidence that interventions in governance will being sustained and that the	<p>Review of project documents/design, progress reports and interviews to determine if:</p>	<p>LuxDev and UN capacity building strategy</p> <p>Intervention Technical and</p>	

<p>projects are designed and implemented to ensure sustainability</p>	<ul style="list-style-type: none"> - Evidence that sufficient capacity has been built for partners and stakeholders to sustain the results and support lasting effect beyond the end of the projects/programme. - Evidence of financial contribution of beneficiary institutions to the implementation of interventions - Evidence of cost-recovery mechanisms to ensure sustainability of service delivery - Evidence that Legal and regulatory framework has been streamlined. 	<p>Financial documents</p> <p>Intervention progress reports, mid-term reviews and evaluations</p> <p>Opinion of project implementer and beneficiaries</p>	
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Annex C – Reference List

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Annex D – Overall Interventions Portfolio 2016-2020

	Date	Name	Execution Agency	Budget	Cooperation modalities	Rationale for sample
1	2014-2021	Lao-Luxembourg Health Sector Support Programme-Phase II	LuxDev	25,400,000	BC	ICP IV budgeted
2	2014-2018	Strengthening the Capacity of the Ministry of Planning and Investment's Department of International Development	LuxDev	800,000	BC	ICP IV budgeted
3	2015-2020	Skills for Tourism-Human Resources Development in the Tourism and Hospitality Sector	LuxDev	7,500,000	BC	ICP IV budgeted
4	2016-2020	Rural Development Programme	LuxDev	23,003,561	BC	ICP IV budgeted
5	2017-2020	Support Programme for Legal Teaching and Training and to the Promotion of the Rule of Law Concept in Lao PDR	LuxDev/ILSTA	5,000,000	BC	ICP IV budgeted
6	2016-2020	PARECIDS II	MAEE /Luxembourg Institute for Health	2,773,273	BC	ICP IV budgeted
7	2017-2020	Inter-University cooperation between the University of Luxembourg and the National University in Lao PDR - Faculty of Law	University of Luxembourg and NUOL	696,400	BC	ICP IV budgeted
8	2016-2019	Scholarships for students from Lao PDR, Cabo Vente, Nicaragua, and Vietnam	BBI	1,240,000	BC	Within ICP IV timeframe
9	2017-2020	Cooperation between Lao Statistics Bureau and National Institute of Statistics and Economic Studies of Luxembourg (LLPS)	STATEC	800,000	BC	ICP IV budgeted
10	2017-2020	Support to the extension of Social Health in South-East Asia	ILO	2,602,000	MC	ICP IV budgeted
11	2017-2020	Improving Reproductive, Maternal and Child Health in Lao PDR – Phase 2 - UNJP	UNICEF/WHO/UNFPA	6,500,000	MC	ICP IV budgeted
12	2017-2020	Partnership on Universal Health Coverage	EU/LU/WHO	2,000,000	MC	Part of ICP IV strategic framework
13	2016-2020	Realising the MDGs in Lao PDR–Consolidated Programme of Support to MPI for the Achievement of the Valuable Goals of the 8th NSEDP Support to the Roundtable Process	UNDP	500,000	MC	ICP IV budgeted
14	2017-2021	Lao National Unexploded Ordonnance Programme, Phase V-VI	UNDP	600,000	MC	ICP IV budgeted
15	2016-2017	Lao Social Indicator Survey (LSIS II)	UNICEF	100,000	MC	ICP IV budgeted

16	2016-2017	Global Fund - Fight against HIV, Tuberculosis and Malaria	CCM	77,000	MC	Part of ICP IV strategic framework
17	2016-2020	MRC - Mekong River Commission (Regional Cooperation)	MRC	3,145,000	RC	Part of ICP IV strategic framework
18	2016-2018	Mekong River Land Governance Project in cooperation with the Swiss Agency for Development Cooperation (Regional Cooperation)	SDC	1,000,000	RC	Part of ICP IV strategic framework
19	2016-2020	Reduction of economic vulnerability through improved rural livelihood Fondation	Caritas Luxembourg	1,200,000	NGO	Within ICP IV timeframe/accord cadre
20	2017-2019	Reduction of Poverty and Hunger, Achievement of Food Security and Improving the Nutrition and Health by Targeting Poor and Vulnerable Communities in Remote Areas	CARE in Luxembourg	400,000	NGO	Within ICP IV timeframe/accord cadre
21	2016-2017	Support to Lao Microfinance	ADA	232,000	NGO	Within ICP IV timeframe/accord Cadre
22	2017	Training/coaching programme on agricultural finance in LAO PDR (ADA /FAO)	ADA	55,000	NGO	Within ICP IV timeframe/accord Cadre
23	2017-2018	Risk-reduction Project in the Mork District	Fondation Caritas Luxembourg	442,000	NGO	Within ICP IV timeframe/accord Cadre
24	2018-2020	Support to Lao Microfinance Association and Training/Coaching Programme on Agricultural Finance	ADA	646,401	NGO	Within ICP IV timeframe/accord Cadre
25	2018-2021	Responsible Inclusive Finance Facility	Social Performance Task Force	787,120	NGO	Within ICP IV timeframe
26	2014-2020	Cardiology and cardiac surgery in Lao PDR 2014-2020	Aide au développement de la Santé	1,422,165	NGO	Within ICP IV timeframe

Annex E – List of Persons Consulted

Person	Position/Organisation
Luxembourg Ministry of Foreign and European Affairs	
Mrs. Catherine Wiseler	Head Asia Desk, MFEA
Mr. Sam schreiner	Chargé d'Affaires, Grand Duchy of Luxembourg Embassy
Mr. Claude Jentgen	Former Chargé d'Affaires, Grand Duchy of Luxembourg Embassy
Mr. Thomas Lammar	Finance Inclusive- Coherence des politiques pour le développement
Mrs. Ernestine Kornelis	Attachée de Légation, NGOs
Mrs. Sarah Anjo	Inspecteur principal, NGOs
Mrs. Anne-Laure Theis	Desk Multilateral Cooperation
Ministry of Planning and Investment	
Mrs Sisomboun Ounavong	Director General, Department of International Cooperation
Mr Vanpheng Sengmanothong	Deputy Director General, Department of International Cooperation
Mrs. Phonevanh Outhavon	Director General, Department of Planning, LAO 030
Mrs Sipaphaphone Chounramany	Department of Planning
Mr. Phanthanousone Khennavong	National Technical Advisor RTM
Mr Vanpheng Sengmanothong	Deputy Director of DIC
Ministry of Health	
Dr Nao Boutta	Director General of Cabinet
Dr Phasouk Vongvichit	Deputy Director General of the Department of planning and International Cooperation, National Project Director LAO/027
Dr Khampasong Theppanya	Deputy-Director, Department of Personnel
Dr Souphaphone Sadettan	Programme Officer, Division of International Cooperation, DPIC, JPM team
Dr. Bounfeng Phoummalaysith,	Director General, National Health Insurance Bureau
Ministry of Education and Sports	
Mr Phouvang Vongsouthi	Deputy Director of International Cooperation Department
Mr Noupanh Outsa	Director General, Department of Technical and Vocational Education
Mr Vannalek Leuang	Deputy Director General, Department of Technical and Vocational Education
Ministry of Labour and Social Welfare	
Mr Phouttavong Phoummasak	Director of Labour Market Information System Division
Mr Khantala Luanglath	Director General of Skills Development and Employment Department
Mrs Phanthaly Inthakham	Deputy Director of Labour Market Information System Division
Ministry of Information Culture and Tourism	
Mr Phouthone Dalalom	Deputy Director of Tourism Training Division
Ministry of Justice	
Mr Ketsana Phommachane	Director General on International Cooperation Department, National Project Director
LuxDev	
Mr Olivier Hecquet	Resident Representative of the Vientiane Regional Office
Mr Benjamin Mackay	Programmes Officer
Mrs. Vanessa Stoz	Expert - Public Finance Management, LuxDev
Mrs. Christine Karasi-Omes	Head of Evaluations, Quality and Knowledge Management Department, LuxDev HQ
Mrs. Alice Risch	Programme Advisor, LuxDev HQ
Mr. Vincent Glaesener	Expert - Rural Development and Local Development, LuxDev HQ
Mr. Alexis Hoyaux	TVET Expert, LuxDev HQ
Mr Mone Sysavath	Monitoring, Knowledge and Communication Officer
Mr Peter Heimann	Chief Technical Advisor – LAO/027
Mr Peter Kurt Hansen	Chief Technical Advisor, Programme – LAO/030
Mr Tony Donovan	Chief Technical Advisor, Skill for Tourism – LAO/029
Mrs Phanpanom Phandala	Chief Technical Advisor – LAO/028
Mr Reginald Pastrana	Chief Technical Advisor – LAO/031
Mr Frank Haegeman	Health System Advisor – LAO/027
Ms Emma Aquinot	International Provincial Advisor – LAO/030

Person	Position/Organisation
Mr Prasong Jantakad	International Provincial Advisor – LAO/030
Dr Vilak ViDamaly	Senior Advisor – LAO/027
People's Supreme Court	
Mr. Anisack Vangvihit	Director International Cooperation Department
Office of the Supreme Prosecutor	
Mrs Bounthai Pankeo	Director International Cooperation Department,
Project partners	
Mrs Monica Driu Fong	WHO Coordinator Health Systems & Soc. Determinants of Health
Mr Octavian Bivol	UNICEF Representative
Mrs Annemarie Schuller	Coordinator UN Joint RMNCH Programme
Mrs. Siriphone Sakulku	Programme Coordinator, UNFPA
Dr. Shogo Kubota	Technical Officer, WHO, Lao PDR
Olivier Thunus	Head of Unit, STATEC
Professor Stefan Braum	Dean of the Faculty of Law, Economics and Finance – University of Luxembourg
Dr. Perrine Simon	Liaison Officer for the University of Luxembourg and ILSTA
Mr John Connolly	Director of Communication, Institute for Legal support and Technical Assistance – ILSTA
Mr Richard Philippart	President, Institute for Legal Support and Technical Assistance
Mr Somsack Silithip	Deputy Director of International Organization Cooperation, Project Coordinator, Faculty of Law and Political Science VTE
Ms Saysavath Chasane	Director LANITH
Mr Saykham Phanthavong	Pakpasak Technical College Vientiane (Public)
Mr Nosavang Mangnomek	Vientiane Professional Development College (Private)
Mr Pakasith Chanthapanya	Vice- President Lao Hotel and Restaurant Association
Mr Tim Enderlin	Director of Cooperation of Lao PDR, Swiss Agency
Ms Barbara Jäggi Hasler	Deputy Director of Cooperation, Swiss Agency
Ms Louise Kelly	Country Representative Caritas
Ms Nisaxonh Sourivong	Head of Quality and Standards, Lao National Institute of Tourism and Hospitality
Professor Claude P Muller	Scientific Director Lao-Lux Laboratory – Institut Pasteur
Dr Black Anthony	Representative of Lao-Lux Laboratory – Institut Pasteur
Other donors/sector representatives	
Mr Léon Faber	Ambassador, Delegation of the European Union
Mr Ignacio Oliver-Cruz	Cooperation, Delegation of the European Union
Mrs Thavivanh Phanakhone	Project Coordinator KfW (<u>Vocational Education Financing Facility project</u>)
Dr Hiromi Obara	JICA health policy advisor. RTM
Mr. Murali Balasubramaniam	UNDP Country representative
Mr Murali Balasubramaniam	UNDP Resident Representative
Mrs Phetsamone Sone	Deputy Head Lao statistical Bureau
Bolikhamxay Province	
Mr Bounseng Pathammavong	Vice-governor of the Province
Mr Luangvilay Chanthalaphanh	Director Planning and Investment Department
Ms Thippachanh Soudthipanya	Coordinator LAO/030, Planning and Investment Department
Mr Sahoun Sawang	Vice Governor Bolikhan District
Mr Thongma Sisouwannasan	Head of Bolikhan District Planning Office
Mr Phadthajhon Keoputtavong	Vice Governor of Viengthong District
Mr Somboun Vongphachanh	Head Viengthong District Planning Office
Dr Sonxay Panyanouvong	Director Provincial Health Department
Dr. Douangta Louangvilay	Deputy Director of Provincial Health Department/Coordinator
Dr Bounyang Phommachang	Director, Provincial Hospital Bolikhamxay
Dr Bounlab Vongsena	Director District Health Office Viengthong District
Dr Khamvene Phengphakeo	Director District Health Office Bolikhan District
Mrs Nootjareerat Chuthongrat (Nikki)	Nurse Trainer-Advisor to Bolikhamxay PH and districts
Vientiane Province	
Mr Sengsoulinh Outhai	Director, Planning and Investment Department

Person	Position/Organisation
Mr Khamson Souksavath	Deputy Director, Planning and Investment Department
Dr Paothao ChayChia	Chief of Cabinet, Provincial Health Department
Dr Somgnot Douangphoukhanh	Director, Maria Theresa Hospital
Dr Vanpheng Phanthanalay	Vice Director (Administration), Maria Theresa Hospital
Dr Vongthevy Chankhamphavong	Vice Director (Quality Control), Maria Theresa Hospital
Dr Siho Sengsavang	Vice Director (Equipment and Maintenance), Maria Theresa Hospital
Dr Keo Vongsouvanh	Project Manager for LAO/027
Faculty of Law and Political Science	
Mr Somsack Silithip	Deputy Director, International Organization Cooperation, National Project Coordination
Prof Viengvilay Tiengchanhxy	Dean of Faculty of Law and Political Sciences, National Project Director
13 Teachers	
12 Students	
Villages in Bolikhamxay	
Phameung village	Village bank at Market
Phadai Village	New school and Village development Fund
Vangpaene Village	Bridges, Meeting hall
Xaibouthong Village	Infrastructure and Village development Fund
Kokkham Village	Village credit and Village development Fund
Consultants/Experts	
Mr Iain Craig	Independent Consultant on Agriculture, Forestry, Environment, Biodiversity conservation
Mr Carl Gustav Mossberg	Agriculture-Forestry Sector Consultant
Focus Group discussion with Trainees, Jobs Bridging Program, Vientiane College	
1 Teacher	
10 Students	

Annex F – Theory of Change and Evaluation Questions

