

UNDP Project IDs: 00101607 & 00105819

UNDP - Lao UXO Program 2017 - 2021

Moving towards achieving SDG 18

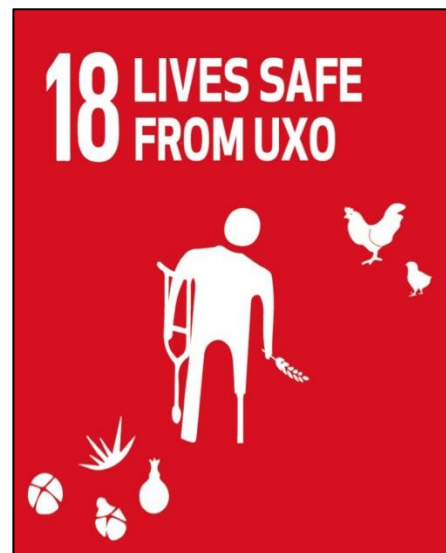
Removing the UXO obstacle to development in Lao PDR

MID TERM EVALUATION

END EVALUATION OF EU CONTRIBUTION

FORWARD LOOKING OPPORTUNITIES

December 2019



Steve Raaymakers & Latsany Phakdisoth
Evaluation Team



FINALREPORT

UNDP Project IDs: 00101607 & 00105819

UNDP - Lao UXO Program 2017-2021: Mid Term Evaluation, End Evaluation of EU Contribution & Forward Looking Opportunities - Dec 2019.

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Cover images:

- Left: Evaluation Team inspecting UXO survey and clearance activities by the Lao People's Army Humanitarian Demining Unit 58 at Khamkeuth District, Bolikamxay Province, November 2019.
- Right: Icon for Lao PDR Sustainable Development Goal (SDG) No. 18 – 'Lives Safe From UXO'.

Cover logos:

- Top row: UNDP, Government of Lao PDR, National Regulatory Authority for UXO/Mine Action Sector in Lao PDR (NRA), Lao National Unexploded Ordnance Programme (UXO Lao) and Lao People's Army Humanitarian Demining Unit 58.
- Bottom row: Development partners that have provided funding for UXO activities through UNDP since June 2017.



Figure 1: Administrative Divisions of Lao PDR (source: www.decide.la/en/publications#reports)



Figure 2: The contribution of UXO action to the United Nations Sustainable Development Goals(SDGs)

(source: GICHD)

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DISCLAIMER

1. The views, opinions, findings and conclusions presented in this Report are those of the Authors according to the best of their knowledge and expertise, and their assessment of data and information collected from external sources, including the inputs of a wide range of stakeholders consulted during the evaluation.
2. While the findings and conclusions presented in this Report are based in large part on the inputs of a wide range of stakeholders consulted during the evaluation, including UNDP and donor agencies, the views expressed in this report do not all necessarily represent those of the United Nations, UNDP, UN Member States or donor agencies.
3. The Authors shall not be liable for any errors of fact that may occur in this report, including errors in any information provided by others.
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5. The Authors shall not be liable for any loss or damage that may be occasioned directly or indirectly through the use of, or reliance upon, this report.

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1. The Evaluation Team expresses deep appreciation to all relevant staff at UNDP, Government of Lao PDR Ministries and agencies, including Ministry of Foreign Affairs, Ministry of Planning & Investment, Ministry of Labour & Social Welfare, the National Regulatory Authority for the UXO/Mine Action Sector in the Lao PDR (NRA), the Lao National Unexploded Ordnance Programme (UXO Lao) and the Lao People's Army Humanitarian Demining Unit 58; and all other stakeholders including International Non Government Organizations (INGOs), especially the Halo Trust, Humanity & Inclusion (HI), the Mine Advisory Group (MAG) and Norwegian People's Aid (NPA), as well as Lao National Non Profit Associations (L-NPAs), for their time and efforts in assisting timely completion of this evaluation.

PROJECT DATA (from UNDP Project Document)

Project Title:	<i>Moving towards achieving SDG 18 - Removing the UXO obstacle to development in Lao PDR.</i>
UNDP ID:	Project ID: 00101607 & 00105819 / Atlas Award ID: 00104101 & 00098202.
Country:	Lao People's Democratic Republic (Lao PDR).
Geographical coverage:	National level.
UNDP CPD / UNDP Outcome:	<u>Outcome 1:</u> All women and men have increased opportunities for decent livelihoods and jobs.
UNDP Strategic Plan (2014-17):	<u>Outcome 1:</u> Growth and development are inclusive and sustainable, incorporating productive capacities that create employment and livelihoods for the poor and excluded.
Lao PDR policies & plans:	<ul style="list-style-type: none"> • 8th National Socio-Economic Development Plan (8th NSEDP). • National gender equality strategies. • Lao PDR Sustainable Development Goal (SDG) 18 – Lives safe from UXO.
Implementation modality:	<ul style="list-style-type: none"> • National Implementation Modality (NIM).
Implementing Partners:	<ul style="list-style-type: none"> • Government of Lao (GoL) Ministry of Labour & Social Welfare. • National Regulatory Authority for UXO/Mine Action Sector in Lao PDR (NRA). • Lao National Unexploded Ordnance Programme (UXO Lao).
Planned start date:	June 2017
Actual start date (ProDoc signing):	07 July 2017
Planned end date (in ProDoc):	31 Dec 2021
Funding (US\$) (as committed in ProDoc):	
<ul style="list-style-type: none"> • Australia: 	310,378
<ul style="list-style-type: none"> • European Union (EU): 	2,201,761
<ul style="list-style-type: none"> • Ireland: 	2,171,553
<ul style="list-style-type: none"> • KOICA: 	731,802
<ul style="list-style-type: none"> • Korea (Republic of) (not via KOICA): 	50,000
<ul style="list-style-type: none"> • Luxembourg: 	651,466
<ul style="list-style-type: none"> • New Zealand (NZ): 	6,047,846
<ul style="list-style-type: none"> • Govt. of Lao PDR (GoL): 	Not reported
Total:	12,164,806

NOTE: During the project period (June 2017 to date) additional funding for UXO activities over and above that listed in the signed ProDoc has been provided through UNDP, including from the countries listed and additionally by **Canada (CAD250K)** – please refer section 3 and Annex 8 of this report.

ACRONYMS

AASAM Australian Army Skills at Arms Meet

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ADD	Activity Design Document
APEC	Asia Pacific Economic Cooperation
ASEAN	Association of South East Asian Nations
BEQUAL	Basic Education Quality & Access in Lao (Program)
CCM	(International) Convention on Cluster Munitions
CHA	Confirmed Hazardous Area
CMR	Centre for Medical Rehabilitation (part of Lao Ministry of Health)
CMRS	Cluster Munitions Remnants Survey
CO	Country Office (of UNDP)
COPE	Cooperative Orthotic and Prosthetic Enterprise (L-NPA)
CPD	Country Programme Document (of UNDP Lao PDR)
CRPD	(International) Convention on the Rights of Persons with Disabilities
CTA	Chief Technical Adviser (of UNDP Lao PDR UXO team)
DFAT	(Australia) Department of Foreign Affairs and Trade
DFID	(United Kingdom) Department for International Development
DFATD	(Canada) Department of Foreign Affairs Trade and Development
DoS	(United States) Department of State
EE	End Evaluation
EQ	Evaluation Question
EU	European Union
FTA	Fixed Term Appointment
GICHD	Geneva International Center for Humanitarian Demining
GoL	Government of Lao PDR
GPS	Global Positioning System
HI	Humanity & Inclusion (INGO)
INGO	International Non Government Organization
IM	Information Management
IMAS	International Mine Action System
IMSMA	Information Management System for Mine Action
IP	Implementing Partner
IT	Information Technology
KOICA	Korea International Cooperation Agency
KPI	key Performance Indicators
LDC	Least Developed Country
LDPA	Lao Disabled Peoples' Association (L-NPA)
LFA	Logical Framework Analysis
L-NPA	Lao Non Profit Organization
Lao PDR	Lao People's Democratic Republic
LWU	Lao Women's Union
MAG	Mine Advisory Group (INGO)
M&E	Monitoring & Evaluation
MEL	Monitoring, Evaluation & Learning
MFAT	(New Zealand) Ministry of Foreign Affairs and Trade
MICT	(Lao PDR) Ministry of Information, Culture and Tourism
MLSW	(Lao PDR) Ministry of Labour & Social Welfare
MOES	(Lao PDR) Ministry of Education & Sport
MoU	Memorandum of Understanding
MTA	Monitoring & Technical Adviser
MTE	Mid Term Evaluation
MRE	Mine Risk Education
NIM	National Implementation Modality (for UNDP in-country programs and projects)
NPA	Norwegian Peoples' Aid (INGO)
NRA	National Regulatory Authority for the UXO / Mine Action Sector in Lao PDR
NSEDP	National Socio-Economic Development Plan
NTS	Non Technical Survey (for UXO)
NZ	New Zealand
ODA	Official Development Assistance
PAGoDA	Pillar Assessed Grant or Delegation Agreement (a type EU donor agreement)

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PAX	Pax for Peace (INGO bases in the Netherlands)
PMD	Performance Management & Development system (of UNDP)
PRF	Project Results Framework
ProDoc	(UNDP) Project Document
QA	Quality Assurance
QC	Quality Control
QM	Quality Management
QLA	Quality of Life Association (L-NPA)
RAST	Remote Area Strike Team
SDG	Sustainable Development Goal
SEOD	Senior Explosive Ordnance Disposal Officer
SPF II	Safe Path Forward II (National Strategic Plan for the UXO Sector in Lao PDR 2011 -2020)
SMART	Specific, Measurable, Attainable, Relevant & Time-bound (in relation to program indicators)
TL	Team Leader
ToR	Terms of Reference
TS	Technical Survey (for UXO)
UK	United Kingdom
UN	United Nations
UNEG	United Nations Evaluation Group
UNDP	United Nations Development Programme
UNICEF	United Nations Children's Fund
UNMAS	United Nations Mine Action Service
UNV	United Nations Volunteer
USAF	United States Air Force
USAID	United States Agency for International Development
UXO	Unexploded Ordnance
UXOC	International Visitor UXO Contribution
UXO Lao	Lao National UXO Programme (national government UXO operator)
VA	Victim Assistance
VAT	Value Added Tax
VDCAP	Vientiane Declaration on Partnership for Effective Development Cooperation
WE	World Education (INGO)

EXECUTIVE SUMMARY (ES)

ES 1: Background

1. The Lao People's Democratic Republic (Lao PDR) suffers wide-spread contamination by Unexploded Ordnance (UXO) left from the second Indo-China War (1964-1973). The Government of Lao PDR (GoL) has been working with a wide range of international partners to address the UXO problem for many decades.
2. The United Nations Development Programme (UNDP) has been a significant supporter and facilitator of the GoL's UXO actions since the 1990s. In June 2017 the UNDP and GoL launched a new five year program (2017-2021) entitled "*Moving towards achieving SDG 18 - Removing the UXO obstacle to development in Lao PDR*" (the UNDP-Lao PDR UXO Program, or more simply just the UNDP Program), with a main focus on building the capacity of GoL UXO institutions.
3. With a start in June 2017 and an end in December 2021, the Program is now at its mid-point and in accordance with UNDP Monitoring and Evaluation (M&E) guidelines, it is necessary to undertake a Mid Term Evaluation (MTE). Additionally, because the EU funding contribution was scheduled to end in August 2019 (granted a no-cost extension to end December 2019), the End Evaluation (EE) of that contribution is being undertaken in conjunction with the MTE of the broader UNDP Program. This report also makes recommendations on possible future directions for UNDP's involvement in UXO action in Lao PDR.
4. This report is therefore divided into two Scopes, as outlined in the evaluation Terms of Reference (ToR). Scope 1 reports on the MTE of the overall program and the EE of the EU contribution, and Scope 2 reports on forward looking opportunities.

ES 2: Key Conclusions

1. The evaluation arrives at five key conclusions that are considered to be the most significant, overarching issues that the Evaluation Team recommends be given highest priority by UNDP, as follows:

Key Conclusion 1: Overall MTE - UNDP strategic positioning, role & comparative advantage

1. As shown on Figure 2, overall the UXO issue in Lao PDR is highly relevant to all 17 United Nations (UN) Sustainable Development Goals (SDGs), as it places constraints on all aspects of sustainable development and poverty eradication. As a crosscutting theme across all SDGs, in 2016 GoL adopted an 18th national-level SDG – "Lives Safe from UXO".
2. The crosscutting nature of the UXO challenge places UNDP in a highly relevant role, as UNDP acts as the SDG "integrator" across the UN system. The *UNDP Strategic Plan 2018-2021* seeks to develop and implement country support platforms for the SDGs, and by 2021 catalyse tangible progress on eradicating poverty in all its forms.
3. As outlined in section 4.12 of this report, UNDP brings a number of comparative advantages to the UXO sector, and continued involvement of UNDP in meeting the UXO challenge in Lao PDR is highly relevant to the UNDP Strategic Plan 2018-2021, to the UN sustainable development agenda to 2030 and to Lao PDR's national development agenda.
4. However, to date UNDP's support for UXO action in Lao PDR has focused mainly on building capacity for technical actions like survey, clearance and Mine Risk Education (MRE), and less on post-clearance poverty reduction and livelihoods development. To become more relevant to the UNDP Strategic Plan and UN SDG agenda, UNDP in Lao PDR could more fully support UXO action for socioeconomic development.

Key Conclusion 2: Overall MTE - Suggested strengthening at UNDP

1. During evaluation consultations several key stakeholders expressed a need for improvements in UNDP's management of the UXO program, and observations by the Evaluation Team concur. It is essential that in

order to maintain its key role in meeting the UXO challenge in Lao PDR, the UNDP Lao Country Office (CO) should respond to these concerns in a positive, proactive, meaningful and timely manner. Some major points made by donors and other stakeholders and observed by the evaluation team include, *but are not limited to*:

- a) A need for UNDP to improve internal program management capabilities and processes, including a significant shift from a currently highly reactive *modus operandi* to a much more proactive approach, and better application of and compliance with basic program planning and management methods and procedures, including in work planning, contracting and disbursements.
- b) A need for more proactive and transparent reporting by UNDP, including on financial issues, and strengthening reporting against the requirements of donor agreements.
- c) A need for more substantive, sustainable, long-term responses to problems that address root causes and provide solutions that are owned and implemented at the national level.
- d) A need for UNDP to develop and implement a much more proactive, strategic, fully resourced and sustainable resource mobilization strategy for UXO action.
- e) A need for UNDP to strengthen its role as a coordinator, facilitator, capacity builder, resource mobilizer and especially a "service provider" to both GoL and donors.

Key Conclusion 3: Overall MTE - Need for major efficiency gains in MoU process

1. Although not directly related to UNDP's role, the evaluation identified that perhaps the most significant barrier to meeting the UXO challenge in Lao PDR is the often tortuous, convoluted and drawn-out process of negotiating and finalizing Memorandum's of Understanding (MoUs) between GoL and international bilateral partners who wish to fund, support and/or undertake UXO action. The MoU approval process can reportedly take years in some cases.
2. If this situation is not effectively addressed it may significantly contribute to donor fatigue and cause a future paucity of donor funds for UXO action in Lao PDR. Addressing this issue requires concerted action by both the international partners and by GoL, as follows:
 - a) International bilateral partners & INGOs: When developing and submitting program designs and proposed MoUs, the following could be considered:
 - i) Make greater efforts to work proactively and consultatively with national, provincial and district governments well in advance, to ensure that program designs reflect country needs, priorities and requirements, so as to avoid unexpected objections when MoUs are submitted.
 - ii) Ensure full compliance with the laws and policies of Lao PDR, including in relation to dispute resolution provisions under the MoUs.
 - iii) Comply in full with the *Vientiane Declaration on Partnership for Effective Development Cooperation and Country Action Plan (VDCAP) 2016-2025*.
 - b) Government of Lao PDR: When assessing and approving program designs and proposed MoUs the following could be considered:
 - i) Provide clear and transparent guidelines and criteria on what is acceptable and what is not acceptable in MoUs, so as to avoid unexpected objections when program proposals and MoUs are submitted for approval.
 - ii) Make greater efforts to work proactively and consultatively with international partners in the early stages of program design, including assisting consultations with provincial and district governments.

- iii) Recognize that donor funds are ultimately provided by the taxpayers of donor countries, and donor governments have a right, and indeed an obligation, to ensure that their funds are spent responsibly and effectively, including by placing international staff within the in-country programs if mutually beneficial. GoL could therefore consider a more favourable position on the presence of international staff, who are paid by the donors, as valuable enablers, enhancers, mentors and capacity builders.
 - iv) GoL could give greater consideration to the poverty reduction benefits that will accrue to poor rural people from UXO action through the rapid approval of MoUs, and less attention to technical issues such as the allocation of hardware and assets.
3. Given UNDP's role as a neutral facilitator, it could become more active as an intercalator to assist in identifying MoU blockages and expediting MoU approvals by GoL.

Key Conclusion 4: End Evaluation of EU contribution

1. The European Union contributed US\$2.54 million to the UNDP-Lao PDR UXO program from 1 September 2016 to 31 December 2019, primarily but not only to support the operations of UXO Lao in Huaphan Province. There were a number of significant issues with the way that the EU contribution was managed and implemented. These include the fact that UNDP and the IPs did not deliver most of the major outputs required in the funding agreement between the EU and UNDP, and the occurrence of fraudulent reporting of UXO survey data in Huaphan Province. There are significant lessons from the EU contribution that UNDP and the IPs could consider to improve future projects and programs. These include a need to pay much more attention to ensuring that the outputs specified in funding agreements are actually delivered, a greater emphasis on quality management of activities, data and reporting, and more rapid, thorough, transparent and comprehensive responses to issues when they arise, including follow-up investigation and monitoring.

Key Conclusion 5: The path forward

2. The year 2020 is a critical year in that Lao PDR will be revising and updating three key national strategies and plans:
 - a) 9th Five Year National Socio-Economic Development Plan 2021-2025 (NSED 9).
 - b) 3rd National Strategic Plan for UXO Sector 2021-2030 - Safe Path Forward 3 (SPF 3) (or a revised title as below) (noting that this will run to 2030, as per the SDGs).
 - c) Next National UXO Sector Five Year Workplan 2021-2025.
3. Review of the current versions of these strategies and plans indicates that they already contain all of the essential best practice elements to support effective UXO action in Lao PDR. Apart from the need to develop a results and resources framework to achieve the targets and indicators under SDG 18, the existing plans do not actually need major updating – the problem is that they have not been fully implemented and achieved. It is therefore recommended that for the post-2020 planning period, UNDP could work with GoL to:
 - a) Develop a results and resources framework to achieve the targets and indicators under SDG 18, including setting realistic target values. .
 - b) Put more effort and resources into actually implementing and achieving what is already in the existing strategies and plans, with minor refinements and updates for the forthcoming period, and avoid expending too much effort and resources on writing whole new plans.
 - c) Put more effort into developing a resource mobilization strategy to implement the strategies and plans, than into writing more strategies and plans.
4. Consultations during the evaluation, and especially with main development partners, indicate that there are two key time horizons moving forward:

- a) Next 10 years to 2030 SDG targets (noting that SPF 3 will also run to 2030) – during which time major donor support for UXO action in Lao PDR may well continue (but is not guaranteed).
 - b) Post 2030 whereafter, irrespective of moral arguments, donor support may drop-off and Lao PDR may need to consider strengthening national sustainability arrangements for UXO action (also affected by LDC graduation target of 2024).
5. It is therefore vital for Lao PDR to consider:
- a) moving beyond the current rhetoric about the need for ongoing donor support for “hundreds of years” (to which development partners “close off”), and establishing and articulating – in SPF 3 - clear, evidence-based national priorities and target dates for UXO action, based on socioeconomic development objectives; and
 - b) starting to lay the foundations – in SPF 3 - for national self-reliance and sustainability on UXO issues, in terms of resourcing, governance and institutional and technical capacity, and including mainstreaming the UXO issue into all sectors.
6. Towards this end the next SPF (no. 3) could be re-titled to something which embraces the three Ss (3S) of safe, self-reliant and sustainable, along the lines of:

Meeting the UXO Challenge to 2030:
A Safe – Self-reliant – Sustainable Path Forward
(the “3S Path to 2030” or “3S Roadmap to 2030”)

ES 3: Summary of Donor Contributions

1. The current funding for the UNDP-Lao PDR UXO Program 2017-21 is discussed in section 3, based on extant agreements between donors and UNDP. While the UNDP ProDoc identified US\$12M in donor support at the time of signing in June 2017 (see Project Data on page 9), at December 2019 extant donor agreements total \$16.124M, covering differing timeframes as shown in Table 1 and Figure 6. The analysis shows that the last year of the current UNDP Program (2021) is currently largely unfunded, apart from some funds that will be remaining from the US\$3 million contribution from KOICA (likely to be in the order of only US\$1.5 million for both 2021 and 2022 depending on the rate of expenditure in 2019 and 2020).
2. *This means that unless UNDP is able to mobilize significant additional funding before 2021, the effective end of substantive program activities will actually be December 2020 when the funding from Ireland, Luxembourg and New Zealand comes to an end.*
3. ***Section 4.13 and Annex 14 make several recommendations to ensure sustainability and continuity and it is recommended that these be implemented as a matter of very high priority.***

ES 4: Summary Findings - Scope 1: MTE of Overall UNDP Program

The detailed findings, conclusions and recommendations of the MTE of the overall UNDP - Lao PDR UXO Program are presented in section 4. There are a total of 13 findings, conclusions and recommendations resulting from the MTE of the overall UNDP Program, summarized as follows:

1. Adequacy of evaluation arrangements: Logistical arrangements for the evaluation country mission were almost faultless which is a major credit to the UNDP and GoL staff involved. However, there were several significant aspects of the overall evaluation arrangements that could have been improved, and these have been communicated to the UNDP Lao Country Office (CO) to assist in improving future evaluations, as per Recommendation 1.

2. Program relevance: The program responds directly to a major national development priority in Lao PDR, and conceptually the program as described in the UNDP ProDoc is highly relevant to the UN SDGs, the global UNDP Strategic Plan, the UNDP - Lao PDR Country Program Document and relevant Lao PDR strategies and action plans. However technically it is not well linked to SDG 18 and relevant Lao PDR strategies and action plans. These are addressed in section 4.2 and Recommendation 2.
3. Program concept & design: There are a number of significant weaknesses with the program concept and design as described in the UNDP ProDoc, including *inter alia* embracing major funding that is not actually secured (\$84M vs \$12M), vast majority of the multiyear workplan is not funded, funding sources are not identified for activities and activities are not logically aligned with SDG 18 and SPF 2, deficiencies with Project Results Framework (PRF) including not being coherently linked to the Theory of Change and some indicators are not SMART, and multi-year workplan, program management and coordination arrangements are not clearly defined, no long-term sustainability plan, and many others. These are addressed in section 4.3 and Recommendation 3.
4. Program management, coordination & partnerships: While there appear to be strong, well established and functioning high level coordination and partnership arrangements for the UXO sector as a whole and for the UNDP program overall, there are a number of areas for significant improvement both at the strategic and tactical levels. These are addressed in section 4.4 and Recommendation 4.
5. Monitoring, evaluation & risk management: M&E plans are in place at the tactical level but not always fully effective, and not effective at the strategic level. UNDP monitoring, management and reporting of program execution and expenditure do not relate fully to the PRF. There is a need to shift from just M&E to full Monitoring, Evaluation and Learning (MEL), and put greater effort into monitoring and reporting more on outcomes and impacts rather than just activities and outputs. There are a number of areas for significant improvement. These are addressed in section 4.5 and Recommendation 5.
6. Effectiveness (including progress towards results): The overall UXO sector has been extremely effective at reducing UXO-related casualties in Lao, which have fallen from hundreds per year in the 1990s to only 25 in 2019, well exceeding the 75% reduction target set in the Safe Path Forward 2 (SPF 2). The sector appears to have been less effective in Victim Assistance (VA) and in post-clearance socioeconomic development. It is difficult to assess the effectiveness, including progress towards results, of the current UNDP Program itself, due mainly to significant deficiencies with the ProDoc PRF. The delivery rates as measured by expenditure are quite low (most between 60% & 75%) and even these are inflated by unexplained significant over-expenditures. There is a need for UNDP to place greater emphasis on measuring and reporting outcomes and impacts rather than just activities and outputs, with the former being better measures of effectiveness. These are addressed in section 4.6 and Recommendation 6.
7. Efficiency (including value for money): Efficiency (and effectiveness) since June 2017 have been constrained by high staff turnover at UNDP UXO team. Recent appointment of new Team Leader and dedicated CTA should hopefully help to redress this moving forward - however the Team Leader is now also spread across environment, natural resources, climate change and disaster portfolios, which may impede efficiency (and effectiveness). Some activities on the “front line” appear to have very low efficiency with limited “multiplier effect”, e.g: ad hoc donor support for small scale, isolated purchase of livestock for individual victim families, and MRE activities by UXO Lao as observed in two provinces. There are significant opportunities to improve efficiency as outlined in section 4.7 and Recommendation 7.
8. Gender mainstreaming: The UNDP ProDoc PRF includes a specific component with two indicators on gender. However, the Program does not seem to have an operational plan or activities to achieve the gender indicators. The 1st indicator on 20% females in IP senior management has been achieved for NRA – but not yet for UXO Lao (only 3%). The 2nd gender indicator is not SMART and needs revision. The evaluation made a number of other significant findings on gender and this is an area where much more work is needed - as outlined in section 4.8 and Recommendation 8.
9. Technical & tactical Issues: While the evaluation has purposely focussed on strategic, programmatic issues rather than specific technical activities, during the course of the evaluation it became clear that there are a number of key technical and tactical issues that need to be addressed as a matter of priority, if overall

effectiveness and impact are to be improved. These are addressed in Section 4.9, Recommendation 9 and Annex 13.

10. Financial management: The evaluation noted a number of issues with the UNDP CO's management of the UXO program finances, including *inter alia*:

- a) UNDP's monitoring and reporting of budget and expenditure in ATLAS is not aligned with ProDoc Project Results Framework (PRF) and Multi-year Workplan and Activities (as it would normally be for most UNDP projects).
- b) The CO could not provide financial reporting data on donor funds received by activities as specified in the PRF, meaning that delivery rate as measured by actual expenditure against funds received cannot be assessed for PRF activity categories.
- c) Implementing Partner (IP) financial reports include some very significant and unexplained over-expenditures as detailed in section 4.7.
- d) There are a number of concerns stemming from the latest financial audit of UNDP's support for NRA and UXO Lao, undertaken by accountants Lochan & Co. for the 12-month period 1 January to 31 December 2018.
- e) Given issues at the IPs, UNDP has assumed all procurement function for UXO Lao. This is not appropriate as a sustainable, long-term solution, and it is understood that UNDP does intend to hand this back to UXO Lao following a period of capacity building.
- f) It is of concern that serious financial and procurement issues can occur at the IPs despite the fact that UNDP has had a financial advisory function in place at the IPs for 20 years. While this function is not directly responsible and accountable for the day-to-day management of the IP's finance and procurement operations, if effective this presence should assist the early detection, reporting and mitigation of the finance and procurement issues that have occurred.
- g) The CO senior management reported that another recent evaluation of a UNDP Lao PDR program also raised concerns about financial reporting. While the Evaluation Team was not provided with precise details of this report, it may indicate that this issue may need to be looked at further across the CO. Further details are outlined in section 4.10 and corrective action is proposed in Recommendation 10.

11. Visibility: Communication is normally a core component of any program or project that should be included in most ProDocs with budget and resources, but is completely lacking from the UXO ProDoc. Communication and visibility are assessed as being one of the least effective aspects of the Program, including a failure by UNDP to implement specific requirements of some major donor agreements regarding donor promotion and visibility. Although UNDP has developed some individual communication products, such as an innovative and excellent "virtual reality" video (which stakeholders such as MAG report as being very useful), the program has not developed and implemented an overall UXO Program Communication Strategy & Action Plan. This is also important for resource mobilization and needs to be actioned as a high priority, as per Recommendation 11.

12. Sustainability & continuity: Within the period of the current program (June 2017 - Dec 2021) sustainability and continuity are constrained by lack of forward planning and proactive action by UNDP to secure seamless continuity of funding at the end of funding cycles that are known years / months in advance (e.g. end of EU support in Dec 2019 and of Ireland, Luxembourg and NZ in 2020). The future sustainability and continuity of UNDP UXO activities post 2021 are constrained by what appears to be an ad-hoc, reactive, opportunistic approach to securing donor funds. A major gap is the lack of a coherent, pro-active, long-term donor engagement and Resource Mobilization Strategy, which seeks to identify and secure the necessary resources to fully implement the SPF (including its next iteration) and associated workplans. Further details are outlined in section 4.13, corrective action is proposed in Recommendation 13 and possible new and innovative funding mechanisms are described in Annex 14.

13. Mid Term Evaluation Ratings: The evaluation ratings together with reasons for each rating are presented in section in 4.14 and Table 6. In summary these are:

- a) Relevance: Highly Relevant (conceptually, but technically not well linked to SDG 18 and relevant Lao PDR strategies and action plans).
- b) Project Design: Highly Unsatisfactory.
- c) Effectiveness: Moderately Unsatisfactory.
- d) Efficiency: Moderately Unsatisfactory.
- e) Project management, coordination & partnerships: Moderately Satisfactory.
- f) Visibility: Highly Unsatisfactory.
- g) Sustainability: Unlikely (unless more proactive, strategic approach to resource mobilisation is implemented before 2021).
- h) Overall Mid Term Evaluation Rating: Unsatisfactory.

It is recommended that the UNDP CO thrive to achieve an overall Terminal Evaluation rating of at least "satisfactory" by the last year of the current program (2021), by proactively and aggressively implementing all of the Recommendations of this Mid Term Evaluation as presented in section 7.

ES 5 Summary Findings - Scope 1: End Evaluation of EU Contribution

1. All of the findings relating to the overall program summarized under ES 4 apply equally to the EU contribution. The detailed findings, conclusions and recommendations in relation to the EU contribution are presented in section 5, and include *inter alia*:
 - a) Complete End Evaluation (EE) of the EU contribution at December 2019 is not possible as the contribution ended on 31 December 2019, and the annual progress and financial report for 2019 is not yet available. The reports to EU for 2017 and 2018 tend to focus more on overall national activities than EU supported activities, and do not comply in full with the reporting requirements of the EU Agreement.
 - b) Based on the data available, after three years of implementation, at end of the contribution the target achievement rate assessed against the donor agreement PRF is only 27%, which can only be considered as a failure by any measure. However some of the indicators and targets are not SMART and are difficult to assess, and if these are excluded (which is not good practice) the achievement rate might be assessed at 57%, which is still very low.
 - c) A number of specific (and major) outputs and products that are clearly specified in the Agreement were not produced and delivered.
 - d) A significant fraudulent activity was reported for UXO Lao in Huaphan Province where EU support was directed – the falsification of CHA data and reports. This issue, including UNDP's response to the issue, caused significant dissatisfaction amongst donors.
2. Overall, the Evaluation Team is of the view that there are significant lessons from the EU contribution that UNDP and GoL could consider taking on-board, especially as they can affect donor trust and confidence, as outlined in Recommendation 15.

ES 6: Summary Findings - Scope 2: Forward Looking Opportunities

The detailed findings, conclusions and recommendations of Scope 2 of the MTE are presented in section 6. There are a total of five findings, conclusions and recommendations aligned against five elements of Scope 2, summarized as follows:

1. Review of previous evaluations: Unfortunately, many (in fact most) of the findings and recommendations of previous evaluations have not been implemented, and many of the same challenges, gaps and capacity needs and priorities identified over the last seven years have still not been addressed at NRA and UXO Lao. It is recommended that both the UNDP CO and relevant GoL agencies take more concerted action to learn the lessons and implement the recommendations identified in program evaluations, including this MTE. These are addressed in section 6.1, Recommendation 16 and Annex 9.
2. Analysis of Lao PDR UXO sector policy and priorities: An analyses of Lao PDR UXO sector policies and priorities against best practice, including as outlined in the Convention on Cluster Munitions (CCM) and the UN approved International Mine Action Standards (IMAS) would be more appropriately carried out by the Strategic Management Adviser from the Geneva International Centre for Humanitarian Demining (GICHD), who is assisting GoL to develop the next UXO 10 year strategic plan for Lao PDR (see below). However, the Evaluation Team has undertaken a “lay persons” analysis and makes the following summary findings:
 - a) The CCM and the IMAS provide international best practice standards to guide the technical aspects of national UXO sector policy and priorities, with *IMAS 0210: Guide for the establishment a mine action programme*, being useful at the strategic level.

National UXO policies could give priority to post clearance socioeconomic development and mainstreaming the UXO issue into all sectors of the government and economy. The current Lao PDR policies and strategies do reflect these priorities on paper, however they have not yet been fully implemented and operationalized.
 - b) Overall the current Lao PDR policies and strategies generally reflect best practice standards as outlined in CCM and IMAS, including the establishment and operation of a reasonably effective National Regulatory Authority for the UXO/Mine Action Sector in the Lao PDR (NRA), however a number of reforms and improvements are recommended, including *inter alia* a need to:
 - i) Revise and update the National Standards in accordance with IMAS.
 - ii) Revise and update the national decrees relating to the establishment and operation of NRA, in order to clarify and strengthen the legal mandate and regulatory powers of NRA, including at the provincial level.
 - iii) Develop, resource and implement a new (post 2020) comprehensive, programmatic, well-resourced national Victim Assistance Strategy and Action Plan, which:
 - integrates and coordinates all VA-related initiatives in Lao PDR,
 - is centrally coordinated by the National Commission for Disabled People (rather than by NRA); and
 - is integrated with broader national, non-UXO disability programs, consistent with the Convention on the Rights of People with Disabilities and relevant provisions of the CCM, and as already required by SPF2.
 - iv) Others as outlined in section 6.2 and Recommendation 17.
3. Funding mechanisms: Over the last 20+ years the funding of UXO actions through the UNDP Lao CO has been via two mechanisms, either a trust fund (the so called “single basket”) into which all donor funds managed by UNDP are contributed, or direct agreements between UNDP and individual donors, with funds being both “earmarked” and “un-earmarked” depending on the donor. There have been two iterations of the trust fund, the first which operated from 1995, and the second from 2010 which reportedly still exists but is not operational. Currently all funding for the UNDP-Lao PDR UXO Program is under direct agreements with individual donors.

Consultations with stakeholders during the evaluation identified that there is little appetite to resurrect the trust fund mechanism due to concerns, mainly by donors, about transparency and accountability, the bureaucracy required to administer the fund, and a preference for the relative efficiency and greater control of direct agreements. However, there may be scope to utilize a trust fund mechanism if the international visitor UXO contribution scheme is implemented, as outlined and in sections 4.13 and 6.3 and Annex 14.

The reliance by the CO to date on traditional Official Development Assistance (ODA) partners and a tendency to take a largely ad hoc approach that reacts to donor interest, rather than a proactive approach which actively seeks funds against a defined programmatic budget with linked resource mobilization strategy, has meant that the CO has only been able to secure limited funding relative to the scale of the UXO challenge (e.g. circa \$16M for the current program which has a required budget of \$84M). There is a need for the UNDP Lao CO to be much more proactive and seek to develop new and innovative funding mechanisms, as outlined and in section 4.13, recommendation 13 and Annex 14.

4. Assessment of current and future UNDP support: UNDP's current support is assessed in Scope 1 as presented in relevant sections of this report. In terms of future UNDP support it is recommended that in order to become more relevant to the SDGs, the global UNDP Strategic Plan and Lao PDR's development agenda, the CO would need to shift to more fully support UXO action for socioeconomic development. The CO could also more actively promote its comparative advantages in the UXO sector and strengthen its role as a coordinator, facilitator, capacity builder, resource mobilizer and especially a "service provider" to both GoL and donors. Further details are outlined in section 4.12 and corrective action is proposed in Recommendation 12.
5. Next Ten-Year National Strategic Plan & Five Year Workplan: The Strategic Management Adviser from GICHD is already assisting GoL to develop the next ten-year national strategic plan (SPF 3). The Evaluation Team has undertaken a "lay persons" analysis and makes the following summary findings, and it is recommended that these be considered by GoL, UNDP and the GICHD Adviser when developing the next national strategic plan:
 - a) The current version of the National Strategic Plan for UXO Sector (SPF 2) and also the current five year Work Plan already contain most of the essential best practice elements to support effective UXO action in Lao PDR. The challenge is that these existing strategies and plans have not been fully implemented and achieved.
 - b) Given these points, it is the view of the evaluators that apart from the need to develop a results and resources framework to achieve the targets and indicators under SDG 18, the existing plans do not actually need major updating. It would be more effective to spend resources actually implementing and achieving what is already in the existing strategies and plans, with minor refinements and updates for the forthcoming period, than to spend resources writing whole new plans, which in turn may not be implemented and achieved.
 - c) Greater impact might be achieved through putting more effort into developing a Resource Mobilization Strategy to implement existing plans, as outlined in Recommendation 13, than to just write more plans.
6. In developing the next national strategic plan and workplan Key Message 4 as presented above could also be considered.

ES 7: Lessons Learned

- Lesson 1 - UNDP strategic positioning, role & comparative advantages: To become more relevant to the SDGs, the global UNDP Strategic Plan and Lao PDR's development agenda, the UNDP Lao CO could more fully embrace and support UXO action for socioeconomic development. The UNDP Lao CO could also more actively promote its comparative advantages in the UXO sector and shift towards more of a role as a coordinator, facilitator, capacity builder, resource mobilizer and especially a "service provider" to both GoL and donors.

- Lesson 2 - Relevance: UNDP programs and projects need to be more than just conceptually relevant, they need to also be technically well linked to and supportive of other relevant policies, strategies, programs, projects and action plans, including through alignment of the program/project results and resources framework.
- Lesson 3 - Program concept & design: The design of future programs and projects should comply more fully with UNDP program and project design guidelines and include all of the essential design elements, including a fully developed results and resources framework, which is coherently linked to the Theory of Change. Program/project budgets as identified in the ProDoc should be realistic and reflect the resources actually committed, plus any additional that can be reasonably expected to be secured by UNDP during the life of the program, but not more.
- Lesson 4 - Uptake of previous evaluation findings: The UNDP Lao CO and relevant GoL agencies could take more concerted action to learn the lessons and implement the recommendations identified in program evaluations, including this MTE.
- Lesson 5 - Project management, coordination & partnerships: The UNDP Lao CO could improve internal program management by shifting from what currently appears to be mainly reactive approach to a much more proactive approach, and make greater efforts to build broader, longer-term, more sustainable partnerships, especially for resource mobilization.
- Lesson 6 - Monitoring, evaluation & risk management: While UNDP does have a well developed monitoring, evaluation and risk management in place, this could be improved by shifting from just M&E to full MEL, being more proactive and responsive to major problems, including immediate reporting to donors and broadening investigations and follow-up monitoring, and following up initial “stop-gap” responses with more sustainable, long term solutions.
- Lesson 7 - Effectiveness: Program effectiveness could be improved in a number of ways including *inter alia* by addressing Lesson 5 and putting greater effort into monitoring and reporting more on outcomes and impacts rather than just activities and outputs, the former being better measures of effectiveness.
- Lesson 8 - Efficiency: Program efficiency could be improved in a number of ways including *inter alia* by providing better job security for program staff, subject to UNDP human resources policy and funding security, and ensuring that the design of technical activities has greater coverage and multiplier effect.
- Lesson 9 - Gender mainstreaming: While NRA has achieved gender targets UXO Lao is well below targets and the UNDP CO and GoL could make greater efforts towards gender mainstreaming including ensuring that the gender components and targets of programs and projects are supported by operational plans for implementation and follow up.
- Lesson 10 - Financial management: The UNDP Lao PDR UXO program finances should be assessed in greater detail during the next routine audit of the CO by the UNDP Office of Audit & Inspection, considering and following-up on the indicative findings of this evaluation.
- Lesson 11 - Visibility: The UNDP Lao CO should ensure that the promotion and visibility requirements of donor agreements are complied with and develop, secure resources for and implement an overall UXO Program Communication Strategy & Action Plan. A communication plan with appropriate resourcing should be an integral component of all future program and project designs.
- Lesson 12 - Sustainability & continuity: The UNDP Lao CO could take a more proactive, strategic approach to resource mobilization, which is aligned against defined program needs and budgets. Urgent action needs to be taken to secure resources to ensure the continuity of the current program post December 2020.

1. INTRODUCTION

1.1 Background & context

1. It is reported that during the Second Indochina War (1964-1973), based on United States Air Force bombing data, more than two million tons of explosive ordnance were dropped on the Lao People's Democratic Republic (Lao PDR), making it the most heavily bombed country in the world per capita (www.nra.gov.la). Today, much of the country is still contaminated with cluster sub-munitions and other Unexploded Ordnance (UXO) (Figure 3). These kill and injure dozens of people a year with 59 casualties in 2016 (this has dropped to 24 in 2018 and 25 in 2019) (www.nra.gov.la). The presence of UXO across the country also negatively affects socio-economic development, by preventing safe access to land and increasing the costs of development projects due to the necessity for expensive and time-consuming clearance of UXO.
2. In 1996 the Government of Lao PDR (GoL) established the *Lao National Unexploded Ordnance Programme* (UXO Lao), with support from the United Nations Development Programme (UNDP) and the United Nations Children's Fund (UNICEF) plus technical support from other partners, including the international Non Government Organization (INGO) Mine Advisory Group (MAG).
3. The UXO Lao programme undertakes both Non-Technical Surveys (NTS) and Technical Surveys (TS) to identify UXO contamination, removal of UXO from contaminated land (clearance), roving teams to respond to UXO discovery by the public; and mine risk education (MRE) activities in affected areas. UXO Lao's national office is located in Vientiane and serves provincial offices in the nine most heavily impacted provinces – Attapeu, Champasack, Huaphanh, Khammuane, Luang Prabang, Saravan, Savannakhet, Sekong and Xieng Khuang.
4. In 2005 the GoL established the *National Regulatory Authority for the UXO / Mine Action Sector in Lao PDR* (NRA), with the task of coordinating and regulating the overall management of the UXO sector in Lao PDR, including national, commercial and humanitarian operators. The NRA leads the country's policy formulation, accredits operators, coordinates operational activities, manages information and data on UXO, and manages the quality of operations in the sector.
5. Both the UXO Lao programme and the NRA are coordinated under the Ministry of Labour and Social Welfare (MLSW) and the Minister is also the Chairman of the NRA Board.
6. In September 2016, Lao PDR launched its own national Sustainable Development Goal, *SDG18: Lives Safe from UXO* (Annex 1) in the presence of the Prime Minister of Lao PDR and the United Nations (UN) Secretary General, during the ASEAN Summit held in Vientiane.
7. The UNDP has been a significant supporter and facilitator of the GoL's UXO actions since the 1990s, and in June 2017 the UNDP and GoL launched a new five year program (2017-2021) entitled "*Moving towards achieving SDG 18 - Removing the UXO obstacle to development in Lao PDR*" (hereafter referred to as the UNDP-Lao PDR UXO Program, or more simply just the UNDP Program).
8. The UNDP Project Document (ProDoc) for the UNDP-Lao PDR UXO Program includes a total of just over US\$12 million in funding commitments from Australia, the European Union (EU), Ireland, Luxembourg, New Zealand and the Republic of Korea (see Project Data on page 3 and section 4). The EU contribution via UNDP actually commenced in September 2016, the year before ProDoc signing. Canada is also a regular supporter of UXO activities in Lao via UNDP, however Canada is not referenced in the UNDP ProDoc as its contributions commenced after the ProDoc was approved in June 2017. During the course of the program \$16.124 million has been committed to the program, over \$4 million more than the \$12 million that was committed at the time that the ProDoc was approved.
9. In addition to the circa \$12 million committed via UNDP, the ProDoc somewhat unusually identifies a long list of activities with a total budget of circa US\$84 million, \$72 million more than the \$12 million committed via UNDP. The UNDP ProDoc indicates that these additional funds were to be provided by bilateral donors direct to GoL, although these are not specified.
10. Outside of the UNDP Program, in recent years extremely significant funds have been committed by bilateral

donors to UXO activities in Lao PDR, including reportedly >US\$130 million by the USA, mainly for survey and clearance work by INGOs such as the Halo Trust, MAG and the Norwegian People’s Aid (NPA), and also national operator UX -Lao. The United Kingdom (UK) is funding similar work by Halo and MAG and Norway is also funding work by NPA. All of this funding is outside of the UNDP framework, and is thus not a subject of this evaluation.

11. The current UNDP Program is intended to provide programmatic and technical support to NRA and UXO Lao to pursue the targets set out in the GoL’s *National Strategic Plan for the UXO Sector (2011 - 2020)* “The Safe Path Forward II” (SPF-2) and the *UXO Sector Five Year Work Plan 2016-2020*, as well as the NRA’s strategy for accelerated survey activities. The Program is also intended to align with the GoL’s *8th National Socio-Economic Development Plan (8th NSEDP)* as well as national gender equality strategies..

12. The UNDP Program, as outlined in the ProDoc, includes two main Outputs as follows:

- Output 1: Institutional capacities are strengthened to further improve the contribution of the UXO sector to the human development in contaminated areas.
- Output 2: UXO interventions are delivered in contaminated communities in support of human development, dignity and livelihood.

13. The Program also includes a component on enhancing gender-mainstreaming capacity in the UXO sector, implemented by the Lao Women’s Union in partnership with UN Women.

14. With a start in June 2017 and an end in December 2021, the Program is now at its mid-point and in accordance with UNDP Monitoring and Evaluation (M&E) guidelines and procedures, it is necessary to undertake a Mid Term Evaluation (MTE). Additionally, because the EU contribution was scheduled to end in August 2019 (granted a no-cost extension to end December 2019), the End Evaluation (EE) of that contribution is being undertaken in conjunction with the MTE of the broader UNDP Program.

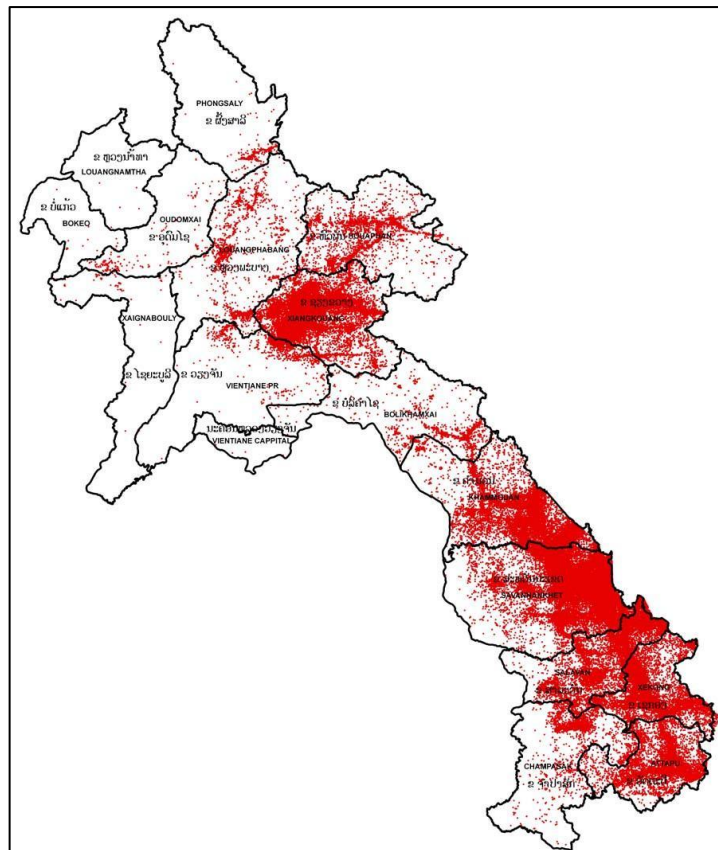


Figure 3: UXO contamination across Lao as represented by USAF bombing data 1964-73 (source: NRA)

1.2 Evaluation purpose, objectives & scope

1. The evaluation purpose and objectives are outlined in the Evaluation Terms of Reference (ToR). Given that the evaluation coincides with both the end of the current phase of EU support and the mid-point of UNDP's broader programme of support, it provides a timely opportunity for not only evaluating current activities but also to reconfirm relevance, effectiveness and progress in the context of the full range of modalities used for UNDP's work in the sector. The evaluation therefore has three Objectives as follows:

- **Objective 1:** Undertake Mid Term Evaluation of the June 2017 to Dec 2021 UNDP Program, in order to:
 - Assess progress towards achievement of Project objectives, outcomes and outputs.
 - Assess early signs of project success and/or failure.
 - Identify risks to sustainability.
 - Identify any changes and corrective actions that may be necessary in order to set the project on-track to achieve its intended results.
- **Objective 2:** Undertake End Evaluation of the September 2016 to August 2019 (extended to Dec 2019) EU contribution, in order to:
 - Assess the achievement of project results.
 - Draw lessons that can improve the sustainability of benefits from the project; and aid in the overall enhancement of UNDP programming.
- **Objective 3:** Look forward to inform the direction and design of GoL's next UXO Sector 10-year strategy 2021 - 2030, and identify clear niches for UNDP's continued involvement in the UXO sector in Lao PDR.

2. A particular focus of the evaluation is therefore the extent to which current and future UNDP support addresses the long-term institutional capacity and the rural development and livelihoods aspects of the GoL's development plans, and how this can be improved. With the current SPF 2 ending in 2020, the evaluation will help inform the next long-term plan to 2030 (achievement of the SDG 18).

3. The evaluation consists of two distinct scopes, with Scope 1 addressing Objectives 1 and 2 outlined above and Scope 2 addressing Objective 3 outlined above, as follows:

- **Scope 1 (Objectives 1 & 2):** Undertake MTE of the overall UNDP Program and EE of the EU contribution, according to the normal criteria used in UNDP evaluations (e.g. program concept and design, relevance, program management, coordination and partnerships, monitoring, evaluation and risk management, effectiveness, efficiency, visibility, sustainability etc).
- **Scope 2 (Objective 3):** This part of the evaluation is forward looking and explores opportunities for UNDP to position itself in the changing environment of the UXO sector in Lao PDR, and includes:
 - Review of previous evaluations over the last 10 years.
 - Analysis of Lao PDR UXO sector policy and priorities.
 - Review of current funding mechanisms.
 - Assessment of current and future UNDP support to address GoL's development plans.
 - Next (3rd) National Strategic Plan for UXO Sector 2021-2030 (SPF 3).
 - Next National UXO Sector Five Year Workplan 2021-2025.

4. The findings against Scope 1 and 2 are presented in separate sections of this report (sections 4 & 5 for Scope 1 and section 6 for Scope 2).

1.3 Evaluation standards

1. The evaluation was conducted in accordance with the *UNDP Evaluation Guidelines 2019*. Some significant features of these Guidelines include requirements that the evaluation should be:

- a) Totally objective and independent with no undue influence by UNDP, Government and others.

- b) Participatory & consultative, allowing all stakeholders adequate opportunity for substantive inputs.
 - c) Representative, seeking inputs from a broad range of relevant stakeholders.
 - d) Credible, reliable and useful.
2. The evaluation has also been conducted in accordance with the United Nations Evaluation Group (UNEG) *Ethical Guidelines for Evaluators, 2008*, including ensuring that:
 - a) The anonymity and confidentiality of all stakeholders are fully respected.
 - b) There is no coercion of stakeholders to participate or provide inputs.
 - c) All engagement with stakeholders is culturally respectful and appropriate.
3. The United Nations *Universal Declaration of Human Rights* is also relevant to the evaluation procedure, in particular being sensitive to and addressing issues of discrimination and gender.
4. The evaluation consultants have signed the *Evaluation Consultant Code of Conduct Form* (Annex 2), and findings are presented in a manner that respects stakeholders' dignity and self-worth.

2. EVALUATION METHODS

1. The evaluation was conducted in accordance with standard methods as outlined in the *UNDP Evaluation Guidelines 2019* and as specified in the ToR, in accordance with the following step-wise process:
 - a) Started Contract 8 November 2019, drafted Inception Report proposing the evaluation approach, workplan and key stakeholders to meet, submitted to UNDP on 10 November. The Inception Report included a set of proposed Evaluation Questions (EQs), based on the requirements of the ToR, to be used as a guide during stakeholder interviews (Annex 3).
 - b) Initial Skype briefing between Evaluation Team and UNDP-UXO Team Leader (Dr. Justin Shone) and Planning & Reporting Officer (Mr. Phetsamone Southalack) on 13 November.
 - c) Detailed desk review of background documents from 8 to 15 November (a full list of all documents reviewed is contained in Annex 4).
 - d) Country mission from 19 November to 13 December, including site visits to UXO field operations (Lao Army Unit 58 in Bolikhamxai Province and UXO Lao in Xieng Khuang and Huaphan Provinces), where UXO survey and clearance and MRE activities were observed. Stakeholder interviews were held with a wide range of stakeholders in both the capital Vientiane and in the provinces visited. Where possible the EQs were emailed to stakeholders in advance of interviews to allow them to prepare. The EQs were used as a general guide only and the actual interviews were semi-structured and remained flexible to reflect the position of each stakeholder and their role in the UNDP Program. In many cases only a sub-set of the EQs were used, and interviews were allowed to follow alternative lines of enquiry depending how the stakeholder responded.

The country mission map is shown in Figure 4, the full country mission schedule is contained in Annex 5 and a complete list of stakeholders that were interviewed is contained in Annex 6. A detailed stakeholder matrix provided in Annex 7.
 - e) Presented Preliminary Findings (via PowerPoint presentation) to UNDP on 11 December and to GoL and donors on 13 December.
 - f) Produced Draft Evaluation Report by 6 January 2020 and a Draft 2 by 20 January 2020.
 - g) Review of Draft Evaluation Report UNDP and GoL.
 - h) Produced Final Evaluation Report (this report) addressing review comments.

2. In undertaking the evaluation Data Triangulation has been applied, in that issues are only included in the Evaluation Report if they are confirmed by three or more stakeholders or documented evidence. However, some issues cannot be physically verified by the Evaluators and are accepted at “face value”, e.g.:
- Performance data (e.g. survey and clearance rates).
 - Financial reports.
 - Purchase, installation and operation of hardware and software.

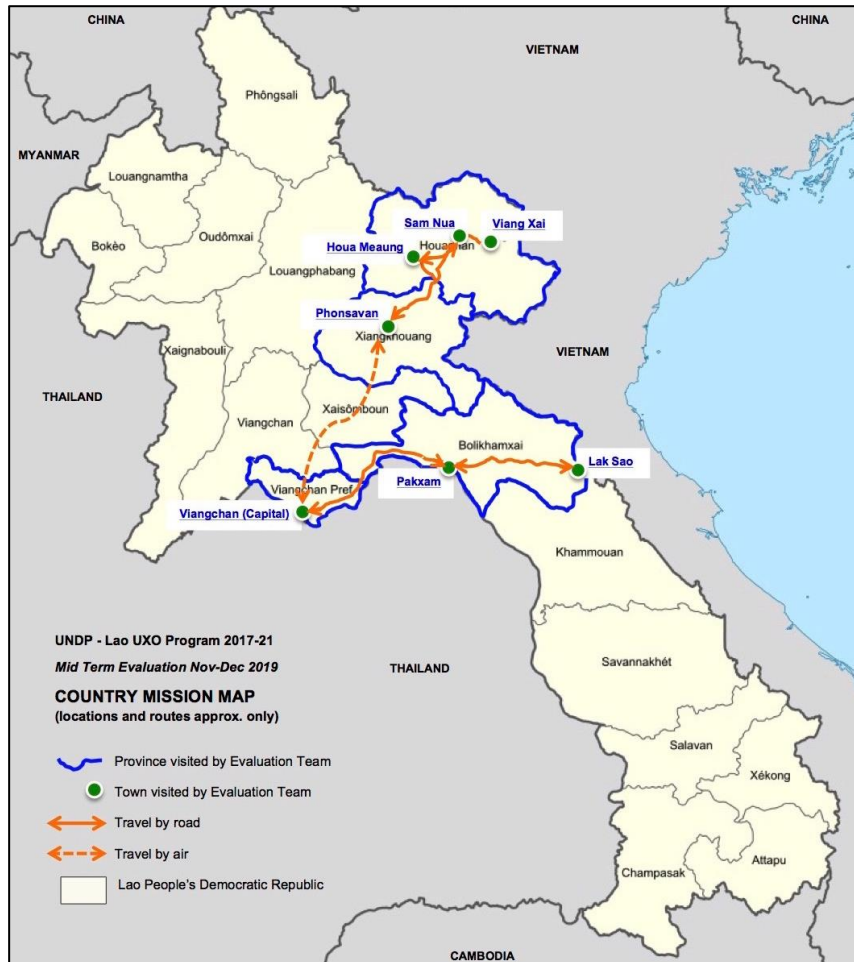


Figure 4: Sites visited as part of the evaluation



Figure 5: Examples of evaluation field activities: Left - consulting with victim and village leader in Huaphan Province. Right - observing UXO survey and clearance operations by UXO Lao (Lao People’s Army Unit 58 were also observed - see front cover).

3. DONOR CONTRIBUTIONS

1. Based on existing agreements between donors and UNDP, the current funding for the UNDP Lao PDR UXO Program 2017-21 is summarized in Table 1, listed in order of the size of donor contributions, and with timelines depicted in Figure 6. Each country's contribution is discussed further in Annex 8, presented in alphabetical order by country name.
2. While the UNDP ProDoc identified US\$12M in donor support at the time of signing in June 2017 (see Project Data on page 9), at December 2019 extant donor agreements total \$16.124M, covering differing timeframes as shown in Table 1 and Figure 6, with the current \$3M commitment from KOICA extending to December 2022, one year past the nominal end of the current Program.
3. Figure 6 shows that the last year of the current UNDP Program (2021) is currently largely unfunded, apart from some funds that will be remaining from the US\$3 million contribution from KOICA (likely to be in the order of only US\$1.5 million depending on the rate of expenditure in 2019 and 2020). *This means that unless UNDP is able to mobilize significant additional funding before 2021, the effective end of substantive program activities will actually be December 2020 when the funding from Ireland and New Zealand comes to an end.*
4. The Luxembourg contribution is totally "un-earmarked" and the Ireland contribution is generally "un-earmarked" but outlines reporting requirements... All of the other donor agreements include, to varying degrees of detail, donor specific indicators, targets, outputs, activities and budgets, and requirements to report against these, as described further in Annex 8.
5. As outlined in section 4.11 on financial management, the CO's monitoring and reporting of budget and expenditures in ATLAS is not aligned with the activity-based budgets and workplans in some of the major donor agreements. The CO could not provide financial reporting data on donor funds received by activity area, meaning that delivery rate as measured by actual expenditure against funds received cannot be assessed for all of the activities specified in some of the donor agreements.
6. During evaluation consultations several donors expressed some dissatisfaction with UNDP's management of the UXO program, as follows:
 - a) Concerns about fraudulent reporting of Confirmed Hazardous Areas (CHAs) in Hauphan and UXO Lao procurement issues, especially delayed and indirect reporting to donors (indirect in that some donors learned of these issues through informal channels before UNDP had informed them, or read about them at a later date in program reports, when they felt that they should have been informed by UNDP directly and immediately)..
 - b) A need for more proactive and transparent financial reporting to donors, including provision of audit reports. It is noted that UNDP-donor agreements do not provide for the automatic provision of audit reports to donors, and under the National Implementation Modality (NIM).GoL must approve the release of audit reports. Some donors expressed dissatisfaction with this, given that it is the use of their funds that is audited, and requested that this be reformed so that audit reports are automatically provided to donors.
 - c) A need for more substantive, sustainable, long-term responses to problems that address root causes and provide solutions that are owned and implemented at the national level.
 - d) A tendency for UNDP to sometimes present donor contributions as its own program resources, and a need for UNDP to do more to promote the donors' contributions, noting that most donor agreements have specific requirements relating to visibility

FINALREPORT

UNDP Project IDs: 00101607 & 00105819

UNDP - Lao UXO Program 2017-2021: Mid Term Evaluation, End Evaluation of EU Contribution & Forward Looking Opportunities - Dec 2019.

Donor	Agreement Period	Purpose of Funding	Contribution in Agreement Currency	Contribution in US\$ (approx.)
NZ:	29 Nov 2017 – 31 Dec <u>2020</u>	All UXO Lao operations in Xieng Khuang Province plus NRA & UNDP activities which support that Province. Includes indicators, targets, outputs, activities and budget to be reported against.	NZ\$ 10.1 M	~ <u>7 M</u>
KOICA:	14 May 2019 – 31 Dec <u>2022</u>	The Arrangement includes Annexes: <ul style="list-style-type: none"> • <u>Annex 1: Project Document</u> - assumed to be the UNDP ProDoc, which does not specify KOICA activities. • <u>Annex 2: Project Proposal</u> - which has a timeframe of Jan 2019 - Dec 2021, inconsistent with overarching Arrangement, which runs to Dec 2022. Annex 2 contains a Logical Framework, a Workplan and Budget, which specify in detail what the KOICA funds are to be used for. The major focus is building capacity at NRA and supporting the creation and operation of seven survey and clearance teams at Lao Army Unit 58, although other activities are also covered, including MRE and VA. 	USD\$ 3 M	<u>3 M</u>
EU:	1 Sept 2016 – 31 Dec <u>2019</u>	Includes indicators, targets, outputs, activities and budget to be reported against.	€ 2.4 M	~ <u>2.54 M</u>
Ireland:	Sep 2017 – 30 April <u>2020</u>	Un-earmarked, generic support, although reporting of certain outputs & activities is specified.	€ 2 M	~ <u>2.2 M</u>
Luxembourg:	29 Sep 2017 – 31 Dec <u>2020</u>	Un-earmarked, generic support.	€ 600 K	~ <u>667 K</u>
Australia:	29 Aug 2018 – 31 Dec <u>2019</u>	Specifically for post-flood UXO survey & clearance in Attepeu Province. Indicators, targets, outputs, activities etc are specified in separate ProDoc (ID. 00113271) however not provided to the Evaluators.	AUD\$ 607 K	~ <u>422 K</u>
Canada:	1 Jan 2019 – 30 April <u>2019</u>	Specifically for post-flood UXO survey & clearance in Attepeu Province. Target to clear 33 ha of land and hand over to victims.	CAD\$ 100 K	~ <u>75 K</u>
	1 Jan 2019 – 30 April <u>2019</u>	Purchase set numbers of GPS and grass cutters for Huaphan, Kammoune & Savanakeht Provinces.	CAD\$ 50 K	~ <u>40 K</u>
	1 Jan 2020 – 30 April <u>2020</u>	VA in Salavan Province (training victim families in financial management and purchase goats).	CAD\$ 50 K	~ <u>40 K</u>
	1 Jan 2020 – 30 April <u>2020</u>	Support MRE activities across eight provinces but with a specific focus on Attepeu and Huaphan.	CAD\$ 50 K	~ <u>40 K</u>
Korea (other than KOICA):	Jan - Dec 2017.	Copy of donor agreements not provided to evaluators. Understood that funds were used to support participation by Lao PDR in CCM meetings and NRA personal costs.	USD\$ 50 K	<u>50 K</u>
	Jan - Dec 2018.		USD\$ 50 K	<u>50 K</u>
Total funds in donor agreements:				<u>16,124,000</u>

FINALREPORT

UNDP Project IDs: 00101607 & 00105819

UNDP - Lao UXO Program 2017-2021: Mid Term Evaluation, End Evaluation of EU Contribution & Forward Looking Opportunities - Dec 2019.

UNDP Donor Agreement Timelines during the period of the current UXO program July 2017- Dec 2021 (\$ = USD approx.)

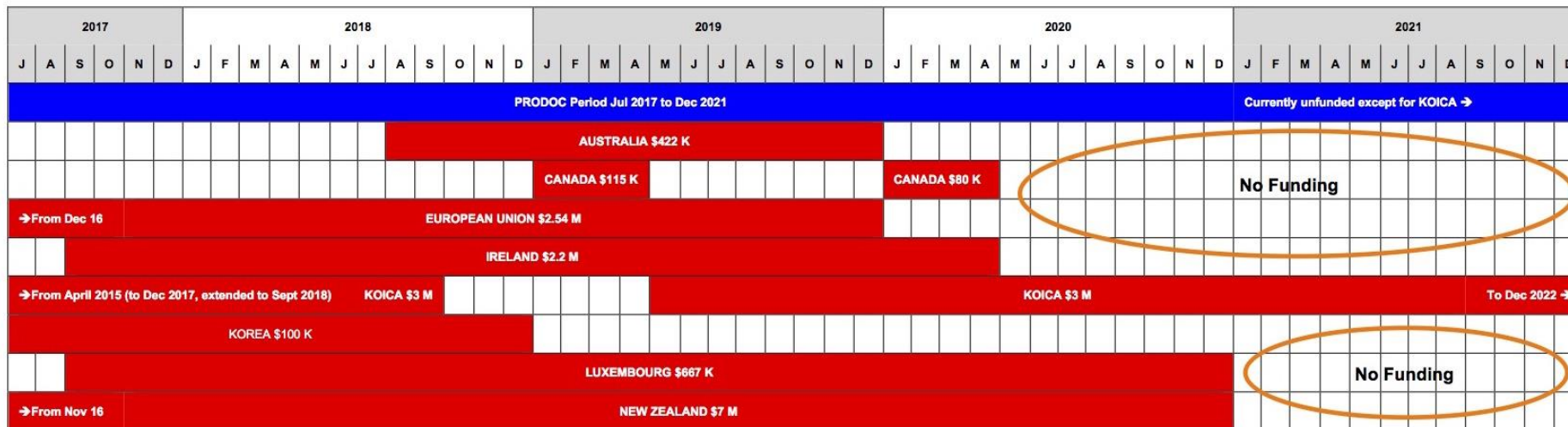


Figure 6: Donor Agreement timelines for the UNDP Lao PDR UXO Program 2017-21

The last year of the current UNDP Program (2021) is currently largely unfunded, apart from some funds that will be remaining from the US\$3 million contribution from KOICA (likely to be in the order of only US\$1.5 million for both 2021 and 2022 depending on the rate of expenditure in 2019 and 2020).

This means that unless UNDP is able to mobilize significant additional funding before 2021, the effective end of substantive program activities will actually be December 2020 when the funding from Ireland and New Zealand comes to an end.

4. FINDINGS - SCOPE 1: MTE OF UNDP PROGRAM

4.1 Adequacy of evaluation arrangements

1. Logistical arrangements for the evaluation country mission were almost faultless which is a major credit to the UNDP and GoL staff involved. However, there were several significant aspects of the overall evaluation arrangements that could have been improved, and these have been communicated to the UNDP Lao Country Office (CO) to assist in improving future evaluations, as per Recommendation 1.

Recommendation 1 - Evaluation Arrangements:

It is recommended that the CO could improve the efficiency and effectiveness of future evaluations by:

- *Ensuring that all relevant UNDP and GoL staff members are fully briefed in advance on evaluation purpose, process and standards, as outlined in the UNDP Evaluation Guidelines 2019 and relevant UNEG Guidelines, and that these are followed during the evaluation.*
- *Responding rapidly and fully to evaluation information requests.*
- *Providing the Evaluation Team with a full and complete stakeholder contacts list well in advance of the evaluation country mission.*
- *Allowing and facilitating the Evaluation Team to contact stakeholders directly to arrange meetings.*
- *Making greater effort well in advance to ensure coordination of key related activities.*
- *Improving the efficiency of evaluation contracting and payment processes.*

4.2 Program relevance

1. As shown on Figure 2, overall the UXO issue in Lao PDR is highly relevant to all 17 United Nations (UN) Sustainable Development Goals (SDGs), as it places constraints on all aspects of sustainable development and poverty eradication. As a crosscutting theme across all SDGs, in 2016 a national-level SDG 18 – “Lives safe from UXO” was adopted by GoL.
2. The crosscutting nature of the UXO challenge places UNDP in a highly relevant role, as UNDP acts as the SDG “integrator” across the UN system. The *UNDP Strategic Plan 2018-2021* seeks to develop and implement country support platforms for the SDGs, and by 2021 catalyse tangible progress on eradicating poverty in all its forms.
3. As outlined in section 4.12 of this report, UNDP brings a number of comparative advantages to the UXO sector, and continued involvement of UNDP in meeting the UXO challenge in Lao PDR is essential, even vital, being highly relevant to the global UNDP Strategic Plan 2018-2021, to the UN sustainable development agenda to 2030 and to Lao PDR’s national development agenda.
4. The UXO issue features significantly in the Lao PDR 8th NSEDP 2016-20, the Lao PDR-UN Partnership Framework 2017-20 and the UNDP-Lao PDR Country Programme Document (CPD) 2017-21. The GoL has also adopted the *SPF 2 (2011-2020)* and a *UXO Sector Five Year Work Plan 2016-2020*.
5. The narrative of the UNDP-Lao UXO Program, as presented in the UNDP ProDoc, states that the Program is highly relevant to and seeks to assist implementation of these overarching strategy documents. While conceptually the UNDP Program is most certainly highly relevant, the actual design of the Program, in terms of Results and Resources Framework, Outputs, Indicators, Targets and Activities are actually not clearly linked or relevant to the broader strategic framework. The multi-year workplan in the ProDoc appears to be more of a random grouping of activities than a coherent, logical framework analysis designed to achieve SDG 18 and the objectives and targets of Lao PDR’s NSEDP and UXO strategies and action plans. A comparative analysis of the various strategy documents and workplans is presented in [Annex 9](#).
6. Ideally the current UNDP ProDoc should be completely revised and updated to include a proper Logical Framework Analysis and make it more clearly relevant and coherently linked to the Lao SDG 18 and the objectives and targets of Lao PDR’s broader strategies and action plans on UXO. However, with only two years left to the end of the current program, and the time required to undertake such a revision and update,

this is unlikely to be a useful exercise. It is therefore recommended that this be addressed as per Recommendation 2.

Recommendation 2 - Program relevance:

It is recommended that:

- Within the current UNDP Program to end 2021 UNDP could, in close consultation with GoL, focus on those activities that are most directly relevant to SDG 18, and especially:
 - Supporting GoL to mainstream UXO into all relevant line ministries and sectors.
 - Continuing to strengthen capacity at NRA, especially on IM, QM and in the Provinces.
 - Continuing to strengthen capacity at UXO-Lao, especially in relation to internal management procedures and MEL.
- For the period post 2021, UNDP could, in close consultation with GoL, develop a program that is more clearly relevant and coherently linked to the Lao PDR SDG 18 and the objectives and targets of Lao PDR's broader strategies and action plans on UXO (i.e. it is recommended that the targets and indicators from SDG 18 and from Lao PDR's own UXO strategies and action plans be adopted directly by UNDP, rather than developing a UNDP ProDoc with separate and different targets and indicators – as the current situation).

4.3 Program concept & design

1. The issues listed for program relevance under section 4.2 apply equally to the program concept and design as outlined in the UNDP ProDoc. There are many other significant issues with the program concept and design, including *inter alia*:
 - a) The ProDoc includes an overly ambitious multi-year workplan with a total budget of US\$84M, when UNDP had only mobilised \$12M at ProDoc signing, \$72M less than required. This set the Program up for failure right from the start and raised expectations that cannot be delivered.
 - b) There is no clear basis for the \$84M except for a multi-year workplan in the ProDoc which appears to be more of a random listing of activities than a coherent, logical framework analysis designed to achieve SDG 18 and the objectives and targets of Lao PDR's UXO strategies and action plans.
 - c) The need for \$84M for the whole sector should be presented and budgeted in the overall Lao-PDR UXO strategy and workplan_(SPF etc). The ProDoc should only contain what UNDP has secured plus what it might realistically be able to mobilize during the program period, and not more.
 - d) Activities and budget allocations in UNDP ProDoc are not donor-linked, and are not monitored and reported in UNDP's system (ATLAS etc) – making it impossible to track progress by activity. This is a concern as several of the major donor agreements include activity-based budgets and workplans that need to be reported against.
 - e) The ProDoc identifies NRA and UXO-Lao as Implementing Partners (IPs) however their respective components and roles and responsibilities are not clearly set in the ProDoc.
 - f) The internal UNDP program management arrangements are not clearly defined and there is no explicit resourcing for these.
2. There are also many weaknesses with the Project Results Framework (PRF). The PRF and supporting MEL plan should form the backbone of any well-designed international development program or project. If well formulated the PRF and MEL plan should provide powerful tools to support the successful management, monitoring and reporting of project implementation, including providing the basis for evaluations such as this MTE, and identifying any need for adaptive management responses. It is therefore essential to assess the PRF when undertaking evaluations.

3. A PRF is normally based on a logical framework analysis (LFA), within which project elements are organized into a logical, cascading, interlinked hierarchy, including, in cascading order from strategic to tactical (with variations depending on the system):
 - a) Impact: The overall strategic impact that the project will have once all elements are implemented – for major policy reform projects, impacts may not occur until years after project completion.
 - b) Objective: The strategic objective that the project seeks to achieve in order for the Impact to occur.
 - c) Outcomes: Policy, legal, governance, administrative, management, capacity and similar reforms, improvements and developments that are produced as a result of completion of the Activities and Outputs, and which in turn drive achievement of the Objective and Impact.
 - d) Outputs: Technical products and results from the activities, which drive and deliver all higher elements in the framework.
 - e) Activities: Tactical, technical actions, which are undertaken in order to produce the Outputs.
4. In order to be able to monitor, measure and manage achievement of each of these elements, a PRF also normally includes Targets – and these can be aligned with any level in the hierarchy, although Targets are usually more usefully assigned to the more tactical elements (Outcomes, Outputs or Activities). Targets should also be time-bound, e.g. by mid-project, be end-of-project, within five years of project-end etc.
5. To allow assessment of achievement, each Target should also be accompanied by Indicators – and these should be quantitative and measurable, against an established Baseline, with a stated source and means of verification. Indicators should be SMART (specific, measurable, attainable, relevant and time bound).
6. The PRF should also be a Results & Resources Framework (with indicators, targets and activities linked to resources and budgets).
7. The PRF for the UNDP-Lao PDR UXO Program does not comply with many of these essential elements, and has many weaknesses including:
 - a) It should be a Results and Resources Framework (the “resources” part is missing from the PRF).
 - b) The PRF is not organized “logically” as per a proper LFA – and targets are listed against indicators, which is contrary to a proper LFA where targets are usually listed against outcomes, outputs or activities, and indicators are designed to measure achievement of targets.
 - c) Some indicators are not SMART (specific, measurable, attainable, relevant and time bound).
 - d) Activities and risks and assumptions are not included as part of the PRF itself.
8. It is recommended that these should be addressed as per program relevance under section 4.2. It is also recommended that when designing and developing programs and projects in future, the CO should use experts who have appropriate program and project design expertise and experience, including in logical framework analysis, and comply fully with UNDP ProDoc templates and guidelines.

Recommendation 3 - Program concept & design:

In addition to Recommendation 2, which also applies to program concept and design, it is also recommended that for the period post 2021, any new UNDP program concept and design should:

- *be based on a properly formulated Results and Resources Framework derived from a coherent Logical Framework Analysis, and incorporating all of the essential elements of program concept and design, that are missing or poorly developed in the current ProDoc; and*
- *include a realistic budget that reflects the resources actually committed, plus any additional that can be reasonably expected to be secured by UNDP during the life of the program, but not more.*

4.4 Program management, coordination & partnerships

1. There appear to be strong, well-established and functioning high level coordination and partnership arrangements, including National UXO Sector Working Group (with UNDP as co-chair), Technical Working Groups and a Program Board for oversight of the UNDP program itself. Relevant GoL line ministries expressed satisfaction with the arrangements, and value UNDP's role as a central, "neutral" facilitator. However, GoL did state that there could be more efforts by UNDP to build broader, longer-term, more sustainable partnerships, especially for resource mobilization. Not all donors were as positive as GoL, and want UNDP to be more proactive with forward planning, and more transparent with financial reporting.
2. Partnerships with INGOs and local non-profit associations appear to be limited, and there has been virtually no engagement with the private sector. There could be opportunities for greater synergies with these groups.
3. While integrating and "mainstreaming" the UXO issue across all Ministries and sectors is already written into relevant strategies and plans (NSEDP 8, SPF 2 etc), there needs to be more resources and effort to actually implement and achieve integration and mainstreaming. This could be assisted by changing terminology from UXO "sector" to "UXO challenge" or "UXO issue."
4. There is a need to enhance program management, coordination and partnerships at the provincial level – the UNDP focus to date has been at the national / central level.
5. Internal program management at the CO has faced some significant challenges, including:
 - a) High staff turnover in the period June 2017 – June 2019, as shown in Figure 7, for a variety of reasons, including the short-term and insecure nature (year to year contracts) of UNDP project staff employment policies.
 - b) Combining the Team Leader (TL) and Chief Technical Adviser (CTA) positions in 2018 (now separated, however it is noted that in addition to UXO, the new TL is now also spread across the environment, natural resources, climate change and disaster portfolios at the UNDP Lao CO, which may impede efficiency and effectiveness on UXO work (note lessons from the previous problematic combining of the TL and CTA roles).
 - c) It appears that UXO team members do not have individual annual workplans with key deliverables aligned against the overall UNDP UXO workplan. It is understood that team members who are on Fixed Term Assignments (FTAs) (only the TL, CTA and FTS) have access to the on-line UNDP Performance Management & Development system (PMD), which sets and monitors work and learning goals, aspirations and progress. It is understood that the PMD relates more to individual career development and progression than to planning of staff members' technical workload in relation to the overall UXO workplan. Team members who are not on FTAs (most of the team) do not have access to the online PMD, however reportedly they complete them offline with the TL.
6. Linked to 5(c), it also appears that the UXO team members operate in a mostly reactive work mode - responding to events as they occur, rather than adopting a more proactive, forward planned approach. As a result, most team members appeared to exhibit high levels of workload stress, which is not good for productivity, effectiveness, morale, personal wellbeing and sustainability.
7. While there will always be a demand for reactive work, organizational management studies show that to be most productive, teams and individuals should aim for a mix of around 80% planned, proactive work and around 20% unplanned, reactive work (www.dextronet.com/resources). This can of course vary depending on demands in a given period. However, in an organizational, programmatic setting like the UNDP UXO team, which is managing implementation of a well defined program which has clear five-year, annual and quarterly workplans, if the 80/20 ratio is exceeded too frequently there is clearly something wrong with the program's planning and management arrangements, that need to be looked at and addressed.
8. When this issue was discussed with the UXO team, a very strong reaction was received stating that it is extremely difficult to be proactive when the broader country work context and the work culture in the partner organizations is extremely reactive. Such a response is itself a reactionary symptom, and if the broader

country work context is indeed extremely reactive, then the correct approach is not to also be reactive, but to actually work to be even more proactive. Given that a core objective of the UNDP Program is institutional strengthening and capacity development in the partner organizations, the UXO team has a duty to promote a shift towards a more proactive, planned approach within those organizations. To achieve this the UNDP team needs to “lead by example”, and start by becoming much more proactive itself.

9. To address these issues it is recommended that:

- a) All members of the UNDP UXO team to be provided with basic training in work planning, personal time management, task prioritization skills and program and project management. This could be assisted by engaging relevant training expertise.
- b) The UXO team to develop clear annual, quarterly and monthly workplans both for the team overall and for each team member, which are all linked and mutually supportive towards the same hierarchy of objectives, outcomes and outputs, with very clear roles and responsibilities and time-bound deliverables for each team member, and which are reviewed and adapted at monthly meetings.
- c) The UXO team members to monitor workload against their monthly workplans, and record time spent on proactive versus reactive tasks, using a tool such as the “four quadrants time management system” (Covey 1994). Corrective action should be taken when reactive work begins to exceed more than 20% in any month.
- d) The TL should take overall responsibility for implementing and monitoring this system, and ensuring that the 80/20 ratio is adhered as far as possible.

10. Once this system is operational for the UNDP UXO team, it could be introduced incrementally at the IP organizations, starting perhaps with one sub-team. This could be assisted by engaging training expertise.

11. The UNDP UXO team currently has three United Nations Volunteers (UNVs) all of whom are highly qualified academically with useful professional skills. The evaluation assesses that these valuable human assets are not being utilized optimally, with a tendency to use them for reactive support tasks rather than proactively in their specific areas of expertise.

12. Internal program management at the CO is reportedly constrained by a lack of training in UNDP processes and systems, e.g. ATLAS, which is a very powerful tool if staff are familiar with its functions, but which is a barrier to program delivery if staff are not trained properly. Staff reported that when they started their positions they did not receive proper induction and training, and are expected to just teach themselves and seek guidance from colleagues – who are also busy. Clearly the CO needs to ensure that all relevant staff members are fully inducted and trained.

13. The NIM modality has also caused some constraints on program management including the fact that IP pay scales have not been reviewed and updated for many years, and are reportedly considerably lower than other UXO employers in Lao PDR like INGOs (this was not confirmed by the Evaluators). There is a need to review IP pay scales under NIM against other employers in the UXO sector and update if necessary.

Recommendation 4 - Program management, coordination & partnerships:

It is recommended that the UNDP CO improve UXO program management, coordination & partnerships through:

- *greater efforts to build broader, longer-term, more sustainable partnerships, especially for resource mobilization, and seeking greater coordination and synergies of work effort with partners,*
- *engaging more strongly with private sector,*
- *more “mainstreaming” of UXO across ALL sectors,*
- *enhancing program management, coordination and partnerships at Provincial level,*
- *improving internal UNDP program management including a major shift from what currently appears to be mainly reactive approach to a much more proactive approach, with much clearer staff workplans, deliverables, targets and key performance indicators (KPIs) that are more clearly linked to each other and to the overall Program workplan, and other measures outlined in this section (4.4); and*
- *reviewing IP pay scales under NIM against other employers in UXO sector and updating if necessary.*

UNDP UXO Team Staff Turnover

Position	Level	Contract	2017												2018												2019											
			J	J	A	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D					
Team Leader*	P4	FTA	(from Feb 14) Christensen						Bauduin						Shone**						Shone																	
CTA	P4	FTA							Bauduin												Frankish																	
Finance Technical Specialist	P3	FTA	(from Dec 15) Manaay																																			
Programme Analyst	P2	JPO	(from Jan 16) Sakaguchi																																			
Planning & Reporting Officer	SB5	SC	(from April 15) Bounpadith									Southalack																										
Programme Associate	G6	SC / FTA	(from Feb 11) Soukhaseum																								Khautisen	Douangmala										
Programme & Partnership Officer	GP	UNV							Byrne																													
Programme & Partnership Officer	GP	UNV													Shiel																							
Monitoring & Reporting Specialist	GP	UNV																			Yun																	

*At times designated as UXO Portfolio Manager or UXO Unit Head, latter combined with CTA. **Initially SC.

Figure 7: UNDP UXO team staff turnover since start of current program June 2017

Blue and Red have no meaning other than to indicate a change in incumbent in a position.

4.5 Monitoring, evaluation & risk management

1. The M&E plan in the ProDoc is solid and has all necessary elements, although there could be more explicit reference to the “learning” aspect (i.e. full shift from M&E to MEL). The ProDoc includes a Risk Log and this is reported against and updated in the IP Annual Progress Reports, with counter measures and management responses. M&E plans are in place at the tactical level but not always fully effective, and not effective at strategic level (see also section 6.1 and Annex 10). The UNDP Lao CO tends to focus more on M&E of activities and outputs rather than outcomes and impacts, which are actually more useful in assessing effectiveness.
2. The UNDP Lao CO also tends to report – including to its donors – on activities and outputs of the UXO sector as a whole, which is mostly funded by bilaterals, than its own UXO program. This can be misleading. It is also concerning as many of UNDP’s donor agreements include specific outputs, targets, indicators, activities and budget items that need to be monitored and reported against to the specific donors by UNDP. In many cases the reporting requirements specified in donor agreements are not fully complied with – including for the EU contribution (see section 5).
3. There were delays in detecting and reporting some major problems (e.g. fraudulent reporting of CHAs and fraudulent procurement) – and there appears to be no follow up to assess if similar issues are ongoing or occurring elsewhere (the Evaluation Team received anecdotal reports that fraudulent reporting of CHAs has not been completely stopped in Huaphan Province, and may also be ongoing in other provinces. This could not be confirmed but should be looked at by UNDP (see also section 5).
4. Some UNDP management responses are “stop-gap” only and do not provide long term solutions (e.g. assumption of GoL agency procurement functions). These need to be followed up with more sustainable, long term solutions that are nationally owned and implemented (it is understood that UNDP does intend to return procurement functions to UXO Lao after a period of capacity building).
5. Some GoL management responses do not appear to be strong enough to pre-empt similar risks arising in future – e.g. reportedly punitive action is not taken against all individuals implicated in fraudulent activities (see also section 5).
6. There is a need to enhance MEL at the provincial level, and the NZ approach in Xieng Kouang is recommended as a good model for all provinces - NZ has placed its own (contracted) Monitoring & Technical Adviser (MTA) in the province as part of its contribution (see section Annex 8). The evaluation finds that NZ approach has been highly effective, and the UXO Lao Provincial office reports a high level of satisfaction with this arrangement, stating that it has assisted greatly with improving efficiency, productivity, QM and morale.
7. It should be noted that because the NZ support is channeled via UNDP, the MTA is seen as being more “neutral” and the GoL expressed a much higher level of trust in, acceptance of and comfort with the placement of this donor’s adviser within Xieng Kouang than for some other provinces, where bilateral donors place technical advisers directly.

Recommendation 5 - Monitoring, evaluation & risk management:

It is recommended that both the UNDP CO and relevant GoL agencies to improve monitoring, evaluation & risk management by:

- *shifting from just M&E to full MEL,*
- *monitoring and reporting more on outcomes and impacts rather than just activities and outputs,*
- *monitoring and reporting more on UNDP’s Program itself, against specific UNDP donor requirements, rather than on the UXO sector as a whole, which is mostly funded by bilaterals,*
- *being more proactive and responsive to major problems, including immediate reporting to donors and broadening investigations and follow-up monitoring,*
- *following up initial “stop-gap” responses with more sustainable, long term solutions,*
- *in the case of GoL, ensuring that all perpetrators of wrong-doing are subject to appropriate and effective punitive actions, in accordance with law, including to deter future transgressions by others;*
- *replicating the NZ approach to MEL in Xieng Kouang across all provinces.*

4.6 Effectiveness (including progress towards results)

4.6.1 Effectiveness of the sector overall

1. The overall UXO sector has been extremely effective at reducing UXO-related casualties in Lao, which have fallen from hundreds per year in the 1990s to only 25 in 2019 (Figure 8), exceeding the SPF 2 target to reduce UXO-related casualties to 75 per year by 2020.
2. The sector appears to have been less effective in Victim Assistance (VA). Although there is a National VA strategy 2014-2020 it lacks in substance and is not integrated with broader national, non-UXO disability programs, consistent with the *Convention on the Rights of People with Disabilities* and relevant provisions of the *Convention on Cluster Munitions*, and as already required by SPF 2. This has not been achieved, and VA activities are still implemented through NRA on a largely ad hoc basis, with limited, inequitable coverage and limited multiplier effect.
3. The sector also appears to have been less effective in post-clearance socioeconomic development, due to a lack of integrating post-clearance impact assessment and development planning into UXO survey and clearance prioritization, planning and implementation. As outlined in section 6.1 and Annex 10 every evaluation of the UXO sector in Lao PDR since 2012 has highlighted the need to shift from clearance as the end point to clearance as a step towards improved livelihoods and socioeconomic development.
4. While SPF 2, SDG 18 and the current UNDP ProDoc explicitly align with the Government's poverty reduction and socioeconomic development plans, virtually no progress has been made on this to December 2019. The focus is still very much on technical actions and UXO clearance for the sake of clearance. UNDP needs to become much more proactive on the development integration issue, as highlighted in all evaluations to date and consistent with UNDP's global SDG agenda. Some significant donors such as the EU have explicitly stated that they will no longer support UXO action that is not integrated with socioeconomic development.

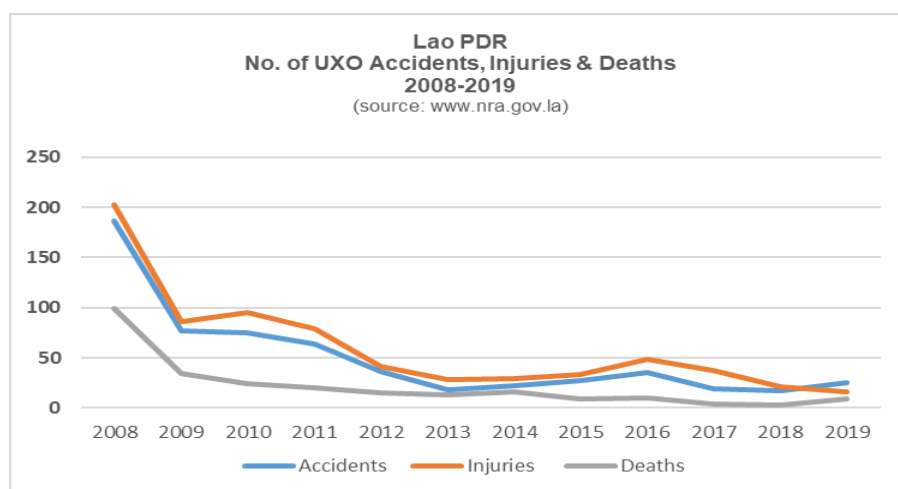


Figure 8: Number of UXO Accidents, Injuries and Deaths 2008-2019. The overall UXO sector has been extremely effective at reducing UXO-related casualties in Lao, which have fallen from hundreds per year in the 1990s to only 25 in 2019

4.6.2 UNDP Program - progress towards results

1. It is difficult to assess the effectiveness, including progress towards results, of the current UNDP Program itself, due mainly to significant deficiencies with the Project Results Framework (PRF) as contained in the UNDP ProDoc (as outlined in section 4.3). Never-the-less, despite these problems, the Evaluation Team conducted a review of the PRF in a workshop session with the UNDP UXO Team. Annex 11 presents the outcomes of this session, and shows that out of a total of 28 Indicators in the PRF (including 3 unique to EU), at November 2019 (just over half way through the program):

• Targets exceeded:	2
• Targets achieved:	8
• Targets partially achieved / on track by end of program:	4
• Targets not achieved (need corrective action):	3
• Indicator & target needs revision / updating:	7
• Status could not be assessed (data needs to be checked):	4

2. This could be assessed as good progress towards results at mid term, however, it should be noted that:
 - seven indicators and targets need revision / updating, and could be assessed as “not achieved / not on track”; and
 - four indicators and targets could not be assessed yet, and may also be assessed as “not achieved / not on track”.
3. This could potentially give 14 out of 28 (50%) as “not achieved / not on track”, which is not good progress towards results at mid term. However if the 11 indicators and targets that need revision/updating or could not be assessed are excluded, then three out of 17 (17.7%) are not achieved/not on track, although this a false indication - it is misleading to use indicators and targets selectively and all indicators and targets that form part of the program design should be included.
4. Finally, it should be noted that the PRF is not necessarily a complete and accurate measure of progress, as it is not well aligned with the activities that UNDP is actually supporting at NRA and UXO Lao.

4.6.3 UNDP Program - delivery rate by expenditure

1. Another parameter that is often used by UNDP as a supposed measure of effectiveness is delivery rate as measured by the level of actual expenditure against planned budget and/or funds received. However, this is not necessary a reliable measure of true effectiveness, as spending even large sums of money does not necessarily equate to positive impact in relation to program objectives and outcomes. Expenditures can easily be wasted if not used effectively and appropriately, and high delivery rates can even indicate low effectiveness. Effectiveness relates to how “well” money is spent, not how “much” money is spent or how “quickly” it is spent.
2. Additionally, apparent problems with the CO’s financial system in relation to the UXO program, as outlined in section 4.10 below, make it difficult to use even this measure. Never-the-less, assessment of the IP finance data indicates that, from June 2017 to September 2019 (the last quarter before the MTE):
 - a) For NRA funds managed through UNDP reported by activity, the CO cannot provide figures on funds received by activity (despite some major donor agreements having activity-based budgets). Total actual expenditure against budget is only 76%, a low rate of delivery, and this is inflated by a significant over expenditure of 155% on clearance-related activities by NRA (Table 1).
 - b) For NRA funds managed through UNDP reported by donor, total actual expenditure against funds received is only 66%, a very low rate of delivery (Table 3).
 - c) For UXO Lao funds managed through UNDP reported by activity, the CO could not provide figures on funds received by PRF activity (despite some major donor agreements having activity-based budgets). Total actual expenditure against budget is very high at 122%, although this is inflated by significant over expenditures of 125% on clearance, 132% on TS, 133% on MRE and 119% on administration (Table 4). Such significant over expenditures are a cause for concern and should be investigated.
 - d) For UXO Lao funds managed through UNDP reported by donor, total actual expenditure against funds received is only 71%, a low rate of delivery, and even this low rate is inflated by significant over expenditures of 134% of Australian funds and 138% of Luxembourg funds

(Table 4). Such significant over expenditures are a cause for concern and should be investigated and explained.

3. It should be noted that the activity categories in Tables 2 and 4 are very generic and do not fully reflect the more detailed activities listed in the UNDP ProDoc PRF / multi-year budget and workplan nor those listed in some of the major donor agreements that have activity-based budgets. This is a cause for concern and should be investigated and explained.
4. It should also be noted that while the CO provided the data in Tables 2 to 5 showing donor funds managed by UNDP to support activities at NRA and UXO Lao, data was not provided on donor funds used for UNDP's own activities, staff salaries etc.

Table 1: NRA - Funds managed by UNDP reported by activity (data provided by CO and accepted at face value)

UNDP cannot provide "Funds Received" column by activity

	NRA (UNDP-Managed Funds Only)								Delivery Rate
	Budget				Actual Expenditures				
	Jun.-Dec. 2017	2018	Jan.-Sept. 2019	Total	Jun.-Dec. 2017	2018	Jan.-Sept. 2019	Total	
Mine Risk Education	29,399	90,824	59,366	179,590	25,863	74,727	54,622	155,212	86%
Victim Assistance	112,666	150,042	45,209	307,918	46,258	134,963	32,224	213,446	69%
Clearance	16,354	39,557	38,430	94,341	87,506	33,505	24,763	145,774	155%
Effective Coordination and Regulation	154,932	263,455	401,959	820,345	120,116	106,386	140,852	367,354	45%
Institutional Development	447,443	831,991	737,822	2,017,255	422,628	733,361	554,100	1,710,088	85%
International Treaty Obligations Met	13,210	68,382	63,07	144,599	31,057	28,191	21,824	81,073	56%
Support to the Lao Army	84,664	9,710	11,532	105,907	67,058	10,555	35,216	112,829	107%
Total	858,670	1,453,961	1,357,324	3,669,955	800,487	1,121,688	863,601	2,785,776	76%

Table 2: NRA - Funds managed by UNDP reported by donor (data provided by CO and accepted at face value)

	NRA (UNDP-Managed Funds)													Delivery Rate	Exp./ Funds Rec'd
	Budget				Funds Received				Actual Expenditures						
	Jun.-Dec. 2017	2018	Jan.-Sept. 2019	Total	2017	2018	2019	Total	Jun.-Dec. 2017	2018	Jan.-Sept. 2019	Total			
UNDP-Managed Funds															
KOICA	657,877	178,122	682,183	1,518,182	635,545	106,564	1,049,913	1,792,022	551,689	179,742	215,638	947,069	62%	53%	
New Zealand	80,994	138,017	99,044	318,056	363,953	10,228	95,773	469,954	96,413	75,072	167,014	338,499	106%	72%	
European Union	119,799	409,484	270,720	800,003	303,226		512,122	815,348	81,841	314,950	247,573	644,365	81%	79%	
Luxembourg	-	177,823	82,159	259,981	59,836	164,964	82,965	307,765	35,335	68,154	108,965	212,454	82%	69%	
Ireland	-	498,512	223,219	721,731	44,924	445,576	274,726	765,226	22,959	435,980	109,262	568,201	79%	74%	
Republic of Korea	-	27,000		27,000	21,000	25,000	15,000	61,000	12,250	22,919	15,148	50,317	186%	82%	
Canada		25,002		25,002	21,826	3,055		24,881		24,872		24,872	99%	100%	
Total	858,670	1,453,961	1,357,325	3,669,955	1,450,310	755,387	2,030,499	4,236,196	800,487	1,121,688	863,601	2,785,776	76%	66%	

Table 3: UXO Lao - Funds managed by UNDP reported by activity (data provided by CO and accepted at face value)

UNDP cannot provide "Funds Received" column by activity

	UXO Lao (UNDP-Managed Funds Only)								Delivery Rate
	Budget				Actual Expenditures				
	Jun.-Dec. 2017	2018	Jan.-Sept. 2019	Total	Jun.-Dec. 2017	2018	Jan.-Sept. 2019	Total	
• Clearance	904,942	1,076,582	773,040	2,754,564	1,508,417	1,038,108	902,710	3,449,236	125%
• Technical Survey	84,023	132,814	139,837	356,675	113,560	235,058	120,811	469,429	132%
• Non-Technical Survey	45,244	106,428	74,672	226,344	71,841	90,451	40,644	202,936	90%
• Mine Risk Education	84,770	79,070	37,377	201,217	111,915	109,329	46,727	267,970	133%
• Quality Management									
• Management/Administration*	582,760	955,259	533,757	2,071,776	1,043,847	997,052	415,417	2,456,316	119%
Total	1,701,739	2,350,153	1,558,684	5,610,575	2,849,581	2,469,998	1,526,309	6,845,887	122%

Table 4: UXO Lao - Funds managed by UNDP reported by donor (data provided by CO and accepted at face value)

	UXO Lao (UNDP-Managed Funds)													Delivery Rate	Exp./ Funds Rec'd
	Budget				Funds Received				Actual Expenditures						
	Jun.-Dec. 2017	2018	Jan.-Sept. 2019	Total	2017	2018	2019	Total	Jun.-Dec. 2017	2018	Jan.-Sept. 2019	Total			
UNDP-Managed Funds															
New Zealand	897,514	1,427,424	834,202	3,159,139	2,959,330	1,660,946	1,334,431	5,954,707	1,245,736	1,383,866	819,993	3,449,596	109%	58%	
European Union (EU)	460,397	765,811	356,169	1,582,378	874,325		848,567	1,722,892	576,473	594,274	280,360	1,451,106	92%	84%	
Australia	333,246		27,133	360,379		145,666	292,533	438,199	355,819	96,563	135,511	587,893	163%	134%	
Canada Fund	10,582	20,902	78,392	109,875	39,652	3,733	274,725	318,110	22,748	21,583	110,772	155,102	141%	49%	
Ireland	-	102,503	198,208	300,711	544,699	122,605	113,179	780,483	516,019	164,122	50,823	730,965	243%	94%	
Luxembourg	-	8,512	64,581	73,093	114,380	8,563	82,965	205,908	103,787	158,930	20,745	283,462	388%	138%	
Republic of Korea	-	25,000		25,000	29,000	25,000	15,000	69,000	29,000	23,932	8,971	61,903	248%	90%	
UNDP - TRAC2				-		30,000	187,500	217,500		26,727	99,135	125,862		58%	
Total	1,701,739	2,350,153	1,558,684	5,610,575	4,561,386	1,996,513	3,148,900	9,706,799	2,849,581	2,469,998	1,526,309	6,845,887	122%	71%	

Recommendation 6 - Effectiveness (including progress towards results):

In order to improve the effectiveness of the UXO sector as a whole, it is recommended that UNDP work to assist GoL with the following:

- Victim Assistance (VA): Develop, resource and implement a new (post 2020) comprehensive, programmatic, well-resourced national Victim Assistance Strategy and Action Plan, which integrates and coordinates all VA-related initiatives in Lao PDR, which is centrally coordinated by the National Commission for Disabled People (rather than by NRA), which is integrated with broader national, non-UXO disability programs, consistent with the Convention on the Rights of People with Disabilities and relevant provisions of the Convention on Cluster Munitions, and as already required by SPF 2.
- Clearance for Livelihood Development: Promote post-clearance socioeconomic development, by integrating post-clearance impact assessment and development planning into UXO survey and clearance prioritization, planning and implementation, as already required by SPF 2.

In order to improve the effectiveness of the UNDP program itself, it is recommended that UNDP:

- Place greater emphasis on measuring outcomes and impacts rather than just activities and outputs.
- Improve program management arrangements as outlined in Recommendation 4.
- Address financial management issues as outlined in Recommendation 10.

4.7 Efficiency (including value for money)

1. Efficiency has a number of elements and includes the concept of “value for money” – how much is achieved for each dollar spent, and the quality and sustainability of these achievements. It is difficult to assess “value for money” in relation to the UNDP program because UNDP’s monitoring and reporting of budget and expenditure in ATLAS is not aligned with the ProDoc PRF and Multi-year Workplan (as would normally be for most UNDP projects), and nor with the activity-based budgets and workplans in some of the major donor agreements.
2. Efficiency (and effectiveness) since June 2017 have been constrained by high staff turnover at the UNDP UXO team (see section 4.4 and Figure 7). The recent appointment of a new TL and a dedicated CTA should hopefully help to redress this moving forward - however the TL is now also spread across the CO’s environment, natural resources, climate change and disaster portfolios, which may impede efficiency (and effectiveness). It is recommended that the CO should monitor and manage workload demands on the TL to avoid overload and reduction in UXO efficiency (and effectiveness) due to the demands of broader, non-UXO responsibilities (noting lessons from the previous combining of the TL and CTA roles).
3. Staff turnover is almost certainly contributed to by the UNDP practice of only issuing annual contracts for project staff – which do not provide job certainty, security, continuity or career progression. Staff will often move on when more certain and secure career opportunities arise. While this is a broader corporate issue for UNDP, a five year program should ideally provide five year contracts. The first year can be probationary, and contracts should be performance based and allow for termination for non-performance. It is recommended that the CO could lobby UNDP corporate level for such reforms to project and program staffing engagements.
4. Some activities on the “front line” appear to have low efficiency with limited “multiplier effect”, e.g purchase of live-stock for victim families and low coverage of UXO Lao MRE activities, as follows:
 - a) Several donors have supported ad hoc, small scale, isolated purchase of cows and goats for individual victim families. These have no clear criteria for family selection and can create disparity and social discord in villages, and there is no physical verification or tracking of delivery by UNDP. Efficiency (and impact) would be higher if these funds were re-invested in programs that have broader, more equitable reach and greater multiplier effect, like establishing breeding centres in each province and distributing calves to all victim families on an ongoing, long-term basis (as part of a national VA strategy as recommended in Recommendation 6).
 - b) The MRE activities by UXO-Lao as observed in Huaphan Province have an extremely high “teacher to student” ratio and limited coverage – which is inefficient. At one MRE activity observed by the Evaluation Team no less than six UXO Lao staff were present for an MRE activity for only 36 villagers – a ratio of one to six, and no less than four UXO Lao staff were present for an MRE activity for only 11 primary school children – a ratio of nearly 1 to 2 (Figure 9). These teams could have easily been split to cover at least two additional villages and schools on the same day. Efficiency ratios may be better in other provinces however the evaluation team has no data to assess this.
5. There is a need to revise and refresh MRE activities to achieve much better efficiencies through higher “teacher to student” ratios, greater coverage and multiplier effect such as:
 - a) “Teach the teacher to teach”
 - b) Accelerate roll out of UXO education in ALL schools through National curriculum (building on the US-World Education and BEQUAL education support programs).
 - c) Embrace mass communication tools including TV and social media. The Evaluation Team observed that houses in even very poor villages have TV satellite dishes and people have mobile phones (Figure 10).



Figure 9: The MRE activities by UXO-Lao have an extremely high “teacher to student” ratio and limited coverage – which is inefficient. The teams could have easily been split to cover additional villages and schools.

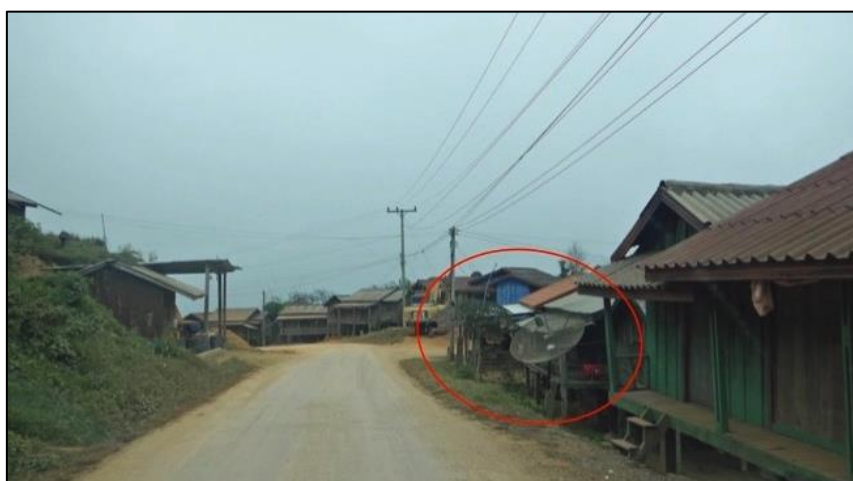


Figure 10: Houses in even poor villages with TV satellite dishes and people have mobile phones

Recommendation 7 - Efficiency:

In terms of efficiency within the UNDP Lao CO, it is recommended that the CO to:

- Monitor and manage workload demands on the TL to avoid overload and reduction in UXO efficiency (and effectiveness) due to the demands of broader, non-UXO responsibilities (noting lessons from the previous combining of the TL and CTA roles).
- Lobby at UNDP corporate level to move beyond insecure one year contracts for program staff, to tenure that is better aligned with program duration.
- Implementing the last point of Recommendation 5.

In terms of efficiency of technical activities, it is recommended that the CO work with donors and GoL to:

- Discourage ad-hoc donor support for small scale, isolated VA activities like purchase of livestock for individual families, and a shift to programs with broader, more equitable reach and greater multiplier effect like establishing breeding centres in each province (as part of VA strategy in Recommendation 6).
- Revise and refresh MRE activities to achieve much greater coverage and multiplier effect such as:
 - “Teach the teacher to teach”
 - Roll out UXO in ALL schools through National curriculum (building on World Education & BEQUAL education support programs).
 - Embracing mass communication tools including TV and social media.

4.8 Gender mainstreaming

1. The UNDP ProDoc PRF includes a specific component with two indicators on gender, however the program does not seem to have an operational plan to achieve the gender indicators. The target of 20% females in IP senior management has been achieved for NRA but not yet for UXO-Lao (only 3%). The second gender indicator in the ProDoc is not SMART and needs revision.
2. Many of the UXO-Lao field teams have female staff but this appears to be more by chance than by design. A gender balance target should be set for all UXO Lao and NRA staff, not just senior staff. This could be set at 30% within five years and increase to 50% within 10 years.
3. Reportedly there are some UXO Lao field teams that are 100% female, and these are apparently used for photo opportunities with donors. The Evaluation Team considers that this is not 'appropriate' or consistent with gender policy – 50% should be the guide for 'balance' and 'equity'.
4. The Evaluation Team observed an 8-month pregnant UXO Lao woman working physically on survey and clearance in a very demanding hill area (Figure 11). Apart from UXO risks to the mother and unborn child, this indicates a total lack of gender policy and procedures on the responsibilities of the employer towards pregnant women. In the same area on the same day no less than 10 able bodied UXO Lao men were observed just sitting in on MRE activities (see section 4.7 and Figure 9). It is understood that many UXO Lao MRE staff are also trained in survey and clearance – if the woman still needs to work for income purposes while pregnant – one of these men could easily swap with the pregnant woman.
5. There is a clear need for UNDP, with support from UN Women and the Lao Women's Union (LWU), to assist NRA and UXO Lao to develop and implement internal gender policies, including on their employer responsibilities to female staff when pregnant, and post-natal maternity support.
6. In 2018/early 2019 Canada funded the Lao PDR office of UN Women to develop and pilot an excellent *Manual for Trainers on Gender Mainstreaming in the UXO Sector*, in close cooperation with the LWU and NRA. This activity was not managed through UNDP and is therefore not a subject of this evaluation. The manual was printed in both English and Lao. Some initial workshops were held to present the manual but there are no arrangements for ongoing implementation, follow-up and impact monitoring in the field. There is a need for follow-up donor support to allow further roll out and implementation of the Manual moving forward.
7. Gender is one area where significant improvements are required.



Figure 11: An eight months pregnant female UXO Lao team member working on survey and clearance

Recommendation 8 - Gender mainstreaming:

It is recommended that the UNDP Lao CO and relevant GoL agencies work together to:

- *Assist UXO Lao to significantly increase % of females in senior management above the current 3%.*
- *Revise and update the 1st gender indicator in the ProDoc to 30% females within next five years and 50% within next 10 years, applicable to all IP staff, not just senior management.*
- *Reorganize UXO Lao field teams that are currently 100% female to an equitable gender balance of 50/50.*
- *Revise and update the 2nd gender indicator in the ProDoc to something that meets SMART criteria.*
- *Develop and implement an operational plan to achieve these indicators on the ground.*
- *Seek donor support to run an ongoing program to implement the Gender Training Manual supported by Canada, and monitor its impact in the field.*
- *Assist UXO Lao to develop and implement a gender policy and procedures on responsibilities of the employer towards pregnant women, especially those working on dangerous and physically demanding survey and clearance activities in the field.*

4.9 Technical & tactical Issues

1. While the evaluation has purposely focussed on strategic, programmatic issues rather than specific technical activities, during the course of the evaluation it has become clear that there are a number of key technical and tactical issues that need to be addressed as a matter of priority, if the overall effectiveness and impact of UXO actions in Lao PDR are to be improved. These include:
 - a) Updating NRA-administered National Standards to comply with IMAS (noting and building on relevant initiatives such as Regional CMRS Best Practices Guidelines by USA, MAG, Halo & NPA).
 - b) Standardising TS / CHA colour coding across operators and NRA (in accordance with the Regional CMRS Best Practices Guidelines).
 - c) Ensuring compliance by major operators (UXO Lao, MAG, Halo, NPA etc) with National Standards.
 - d) More attention to compliance with National Standards and QM by smaller private commercial operators.
 - e) Significantly improving veracity, integrity, availability and effective use of data at NRA (IM / IMSMA).
 - f) Making all UXO data and maps automatically available to national planning agencies, including Lao National Geographic Department, Ministry of Agriculture & Forestry and Lao Statistics Bureau.
 - g) Modernizing procedures for data recording by operators and transmission to NRA to improve efficiency and reduce scope for errors (e.g. use of GPS-enabled tablets in field).
 - h) Implementing a QM “force multiplier” at NRA by shifting from direct QM by NRA to assessing, certifying and checking QM by operators.
 - i) Improving clearance productivity rates (target of national average of 1ha / team / day).
 - j) Expanding technical training of SEOD operators to include team leadership and management.
 - k) Improving facilities and equipment of UXO Lao and Lao Army Unit 58 – especially field basics like adequate re-issue of uniforms, hats, boots, cold weather jackets etc.
 - l) Targeting remote areas of the country that have heavy UXO contamination but that have not received any attention (for various reasons) (e.g. Mai and Khoua Districts in Phongsaly Province).
 - m) Developing National Standards and capability to deal with land mines – in accordance with IMAS.
2. Further details on each issue are provided in Annex 13.

Recommendation 9 - Technical & tactical Issues:

It is recommended that the UNDP Lao CO work with NRA and all UXO operators in Lao to address the following key technical and tactical issues:

- *Updating NRA-administered National Standards to comply with IMAS (noting and building on relevant initiatives such as Regional CMRS Best Practices Guidelines by USA, MAG, Halo & NPA).*
- *Standardising TS / CHA colour-coding across operators and NRA / IMSMA (in accordance with the Regional CMRS Best Practices Guidelines).*
- *Ensuring compliance by major operators (UXO Lao, MAG, Halo, NPA etc) with National Standards.*
- *More attention to compliance with National Standards and QM by smaller private commercial operators.*
- *Significantly improving veracity, integrity, availability and effective use of data at NRA (IM / IMSMA).*
- *Making all UXO data and maps automatically available, in electronic format suitable for GIS land-use and development planning, to national planning agencies, including Lao National Geographic Department, Ministry of Agriculture & Forestry and Lao Statistics Bureau.*
- *Modernizing procedures for data recording by operators and transmission to NRA to improve efficiency and reduce scope for errors (e.g. use of GPS-enabled tablets in field).*
- *Implementing a QM “force multiplier” at NRA by shifting from direct QM by NRA to assessing, certifying and checking QM by operators.*
- *Improving clearance productivity rates (target of national average of 1ha / team / day).*
- *Expanding technical training of SEOD operators to include team leadership and management.*
- *Improving facilities and equipment of NRA Provincial Offices – including computers, communications and vehicles.*
- *Improving facilities and equipment of UXO Lao and Lao Army Unit 58 – especially field basics like adequate re-issue of uniforms, hats, boots, cold weather jackets etc.*
- *Targeting remote areas of the country that have heavy UXO contamination but that have not received any attention (for various reasons) (e.g. Mai and Khoua Districts in Phongsaly Province) – by establishing a special Remote Area Strike Team (RAST) from Unit 58.*
- *Initiating a biennial UXOlympic games meet where all operators in Lao PDR compete to hone skills, demonstrate and share new skills and techniques and foster a greater sense of professional community.*
- *Developing National Standards and capability to deal with land mines – in accordance with IMAS.*
- *Further details are provided in Annex 13.*

4.10 Financial management

1. The evaluation has noted a number of significant issues with the UNDP Lao CO's management of the UXO program finances as outlined below.
2. Based on the IP financial monitoring reports provided to MTE during the mission, UNDP's monitoring and reporting of budget and expenditure in ATLAS is not aligned with the ProDoc PRF and Multi-year Workplan and Activities (as it would normally be for most UNDP projects) and nor with the activity-based budgets and workplans in some of the major donor agreements.
3. Review of the donor agreements reveals that the Luxembourg contribution is totally “un-earmarked”, and the Ireland contribution is generally “un-earmarked” but includes a requirement to report against certain outputs and activities. All of the other donor agreements include, to varying degrees of detail, donor specific indicators, targets, outputs, activities and budgets, and requirements to report against these. These are described further for each donor in Annex 8.
4. The UNDP Lao CO could not provide financial reporting data on donor funds received by ProDoc/PRF activity area, meaning that delivery rate as measured by actual expenditure against funds received cannot be assessed for ProDoc/PRF activity categories
5. The IP financial reports include some very significant and unexplained over-expenditures, which should be investigated and explained, including for period June 2017 to Dec 2019 (refer section 4.6.3, Tables 2 to 5 for IP financial data provided by the CO):

- a) For NRA, activities managed through UNDP, total over-expenditure against budget of 155% on clearance-related activities.
 - b) For UXO Lao, activities managed through UNDP, total over expenditures against budget of 125% on clearance, 132% on TS, 133% on MRE and 119% on administration.
 - c) For UXO Lao, donor funds managed through UNDP, total over expenditures against funds received of 134% of Australian funds and 138% of Luxembourg funds.
6. The latest financial audit of the UNDP support to NRA and UXO Lao was undertaken for the 12-month period 1 January to 31 December 2018. The audit was undertaken by accountants Lochan & Company. The UNDP Lao CO advised that it had engaged this firm as it did not “trust” previous audit firm reports – despite the fact that previous reports were accepted by UNDP.
7. Separate audit reports were produced for NRA and UXO Lao (the IPs). While the reports state that one of their main purposes is to assess if there are “adequate operational and internal control systems to ensure that the project is properly managed in accordance with the policies and procedures of UNDP”, they do not assess the CO’s internal financial management, only the situation at the IPs.
8. The UXO Lao Audit Report identifies a wide range financial and procurement issues, many of which are only categorized as “medium” priority when in fact they are serious breaches of basic financial rules, and which may possibly account to fraudulent or inappropriate fund utilization, including:
- a) Non-compliance with annual workplans.
 - b) Making of cash payments above the approved limit.
 - c) Making cheques out to individuals rather than organizations.
 - d) Expenditures on non-project related items.
 - e) Insufficient supporting documentation.
 - f) Understating fund balances.
 - g) Discrepancies in asset register.
9. The audit report does not elucidate the quantum (monetary values) involved in these breaches of financial rules, which is a major deficiency.
10. It is of concern that such issues could occur at UXO Lao despite that fact that UNDP has had a financial advisory function based in the IPs for 20 years, including most recently a Finance Technical Specialist (UN P3 level) based both within UXO Lao and NRA for the last four years (since Dec 2015). While this function is not directly responsible and accountable for the day-to-day management of the IP’s finance and procurement operations, if effective this presence should assist the early detection, reporting and mitigation of the finance and procurement issues that have occurred. Additionally UXO Lao has been supported by UNDP under NIM modality for many years, and should be very familiar with NIM financial requirements.
11. Stakeholder consultations during the evaluation reported a number of other issues with financial management at UXO Lao, including:
- a) Reportedly there have been delays in disbursements of up to several months from HQ to Provinces, in some cases resulting in non-payment of wages,. Such delays are totally unacceptable as they directly cause individuals to go without income while they are expected to continue to work, with potentially serious impacts on their families who may be highly dependent on that income, in remote areas where poverty is a major issue. A number of bureaucratic reasons were reported as the causes of these delays, which do not make them any less unacceptable, although it is reported that mitigation action has been taken to prevent such delays in future.
 - b) The HQ does not provide clear guidance to provinces in what can and what cannot be funded, resulting in rejection of substantial components of annual workplans and budgets submitted by Provinces – wasting time and effort.

- c) There have been some “inflationary” procurement policies like using set price lists rather than actual retail prices for equipment procurement, although it is reported that this has now been addressed.
12. The CO senior management reported that another recent evaluation of a UNDP Lao PDR program also raised concerns about financial reporting. While the Evaluation Team was not provided with precise details of this report, it may indicate that this issue may need to be looked at further across the CO.
13. It is recommended that these issues be addressed as per Recommendation 10.

Recommendation 10 - Financial management:

Because the financial management issues identified by the evaluation are internal management issues it is considered that an internal response by the CO is not appropriate and these should be assessed further by an independent external party.

It is therefore recommended that the UXO program finances should be assessed in greater detail during the next routine audit of the CO by the UNDP Office of Audit & Inspection, considering and following-up on the indicative findings of this evaluation, including looking into:

- *Compliance with overall UNDP financial management, monitoring and reporting standards and procedures.*
- *Proper use of the ATLAS system including aligning monitoring and reporting of budget and expenditure in ATLAS with the ProDoc PRF..*
- *Compliance of the CO’s financial monitoring and reporting with the activity-based budgets and workplans in several of the major donor agreements, that need to be reported against.*
- *The role and effectiveness of the UNDP financial support function based within the IPs .*
- *Forensic audit of all UXO program expenditure trails through to end points between June 2017 and December 2019.*

It is recommended that the report of this assessment be made available to both GoL and donors.

With regard to UNDP Lao CO’s assumption of procurement functions from UXO Lao, it is recommended that this be seen as a temporary stop-gap measure only, and that more sustainable, long-term development of transparent and accountable procurement and financial management systems be implemented at both NRA and UXO Lao, as part of UNDP’s overall capacity building support to these organizations (it is understood that this is UNDP’s intention).

4.11 Visibility

1. Donors reported dissatisfaction with UNDP’s promotion of their funding contributions and stated that UNDP often presents donor support as being from UNDP itself. Many of the donor agreements include specific requirements on UNDP regarding donor promotion and visibility, which UNDP appears to have by-and-large ignored – which is completely unacceptable.
2. Direct observations during the evaluation country mission indicated very low levels of promotion of UNDP and its donors through various media. Although UNDP has developed some individual communication products, such as an innovative and excellent “virtual reality” video (which stakeholders such as MAG report as being very useful), the UNDP Program has not developed an overall UXO Program Communication Strategy & Action Plan. This is normally a core component of any program or project that should be included in the ProDoc with budget and resources, but is completely lacking from the UNDP UXO ProDoc.
3. The lack of a communication strategy and action plan is identified in previous evaluations back to 2012 (refer Annex 10) and development of such has been included as an item in several workplans but these have not been acted on.
4. UNDP needs to communicate the UXO issue and “sell itself” and “promote its donors” more effectively. This is important for resource mobilization. There is a need for the UNDP Lao CO to develop, secure resourcing for and implement an overall UXO Program Communication Strategy & Action Plan as per recommendation 11.

Recommendation 11 - Visibility:

It is recommended that the UNDP Lao CO develop, secure resourcing for and implement an overall UXO Program Communication Strategy & Action Plan which:

- *targets national, regional and global audiences (adopting different formats for each target audience if necessary),*
- *communicates the UXO issue and sells UNDP and promotes its donors more effectively,*
- *ensures that the requirements of donor agreements on promotion and visibility are complied with,*
- *highlights UNDP's comparative advantages in the UXO sector as identified in section 4.12; and*
- *embraces mass media formats including TV and social media.*

4.12 UNDP role, culture & comparative advantage

1. Senior stakeholders from GoL reported that they see UNDP as a trusted, neutral, “honest broker” on the UXO issue – although they would like to see UNDP play a more effective role as a resource mobilizer.
2. UNDP is also seen as a trusted and effective program manager by “some donors”, although other donors have a totally opposite view – and it is the latter view that UNDP should work to address.
3. Several key stakeholders reported that they perceive that the UNDP CO seems to perceive itself as a “power player” and “controller” on the UXO issue, when it would be more appropriate as a coordinator, facilitator, capacity builder, resource mobilizer and “service provider” to both GoL and donors. Several important stakeholders stated that they would like to see UNDP adopt a more “service oriented” corporate culture, where both GoL and donors are perceived and treated as “clients”.
4. UNDP does have some comparative advantages as a service provider in the UXO sector in Lao PDR, as follows:
 - a) Seen as trusted, neutral, “honest broker” by GoL.
 - b) No MoU delays (operates under Framework Agreement with GoL).
 - c) Donor disbursements go direct to IPs (not via Lao Central Bank as is mandatory for bilateral donors – which can cause significant delays).
 - d) Procurement not subject to VAT (saving 10%) and imported procurements not subject to Import Duty (saving up to 150%) (although these tax breaks also applies to some INGOs).
 - e) Imported vehicles, hardware and equipment can reportedly be cleared through customs very quickly compared to other parties (days or weeks versus possibly many months) (although the evaluators have not seen proof of this)
 - f) No vested interest as UNDP will remain in Lao PDR as a development partner and UN SDG integrator irrespective of UXO.
 - g) Relatively low “management fee” (8%) compared to INGOs, private ODA management contractors etc, which are around 10 to 15% and reportedly can be as high as 35% or higher (the evaluators have not seen proof of this and it is recommended that a comparative study be undertaken).

Recommendation 12: UNDP role, culture & comparative advantage

It is recommended that the UNDP Lao CO to:

- *Seek to strengthen its role as a coordinator, facilitator, capacity builder, resource mobilizer and “service provider” to both GoL and donors.*
- *Work to address the negative perceptions of some donors regarding UNDP program management capabilities, by becoming more proactive, effective, efficient, accountable and transparent.*
- *Promote its comparative advantages in the UXO sector.*

4.13 Sustainability, continuity & resource mobilization

4.13.1 Current program period to end 2021

1. Figure 6 in section 3 shows that the last year of the current UNDP Program (2021) is currently largely unfunded, apart from some funds that will be remaining from the US\$3 million contribution from KOICA (likely to be in the order of only US\$1.5 million for both 2021 and 2022 depending on the rate of expenditure in 2019 and 2020).
2. ***This means that unless UNDP is able to mobilize significant additional funding before 2021, the effective end of substantive program activities will actually be December 2020 when the funding from Ireland, Luxembourg and New Zealand comes to an end.***
3. Within the period of the current UNDP Program (June 2017 - Dec 2021) sustainability and continuity are constrained by lack of forward planning and proactive action by UNDP to secure seamless continuity of funding at the end of funding cycles that are known years / months in advance (e.g. end of EU support in Dec 2019 and of Ireland, Luxembourg and NZ 2020).
4. Often funding commitments are just allowed to end with no forward attempt to secure continuity. In the case of UXO Lao field teams, this means that whole teams and numbers of teams can be left unemployed. This has unacceptable livelihood impacts on individuals and their families in remote provinces where poverty is rife and livelihoods are limited. It is also highly inefficient as teams are disbanded and need to be re-constituted at a later date if new funding becomes available.
5. On occasion UNDP has (commendably) been of great assistance in filling funding gaps temporally from whatever funds it has (presumably belonging to another donor), until a donor can fund – e.g. Luang Prabang Province, however with proper forward planning such gaps should never occur in the first place.
6. Within the period of the current program (June 2017 - Dec 2021) it is recommended that the UNDP Lao CO become much more proactive in seeking and securing seamless continuity of funding at the end of funding cycles that are known years / months in advance. Further findings in relation to potential additional funding from UNDP's current donors is presented in Annex 14.

4.13.2 Post 2021

1. The future sustainability and continuity of UNDP UXO activities post 2021 are constrained by:
 - a) The need for a more fully developed Donor Database, which identifies all donor priorities that UNDP can align against UXO resourcing needs.
 - b) What appears to be an ad-hoc, reactive, opportunistic approach to securing donor funds – where activities are designed against funding that becomes available. The proper approach is to define funding needs (e.g. as required to implement Safe Path Forward), and then identify and secure the necessary resources according to those needs.
 - c) Lack of a coherent, pro-active, long-term donor engagement and Resource Mobilization Strategy, which seeks to identify and secure the necessary resources to fully implement the Safe Path Forward (including its next iteration) and associated workplans.
2. With regard to the future sustainability and continuity of UNDP UXO activities post 2021, it is recommended that the UNDP Lao CO explore and assess the new and innovative resourcing mechanisms outlined in Annex 14.

Recommendation 13 - Sustainability & continuity:

Within the period of the current UNDP Program (June 2017 - Dec 2021) it is recommended that the UNDP Lao CO become much more proactive in seeking and securing seamless continuity of funding at the end of funding cycles that are known years / months in advance.

With regard to the future sustainability and continuity of UNDP UXO activities post 2021, it is recommended that the UNDP Lao CO:

- Develop a more comprehensive Donor Database, which identifies all donor priorities aligned against UXO resourcing needs.
- Approach additional ODA donors who have not supported UXO in Lao to date but which do have relevant interests.
- Develop a coherent, pro-active, long-term donor engagement and Resource Mobilization Strategy, which seeks to identify and secure the necessary resources to fully implement the Safe Path Forward (including its next iteration) and associated workplans, and which includes new and innovative resourcing mechanisms such as:
 - International visitor arrivals - UXO contribution.
 - UXO awareness and cloud funding web site and app.
 - Philanthropic organizations.
 - Private sector – including arms industry (potentially contributing to a Lao Foundation rather than via UNDP, as UNDP itself has barriers to accepting funds from the arms industry).
- and others - refer Annex 14 for details.

4.14 Evaluation ratings

1. Table 6 shows the MTE ratings using the standard rating scales often used for UNDP program and project evaluations, as allocated by the Evaluation Team for each program element, along with justification for each rating. In summary these are:
 - Relevance: Highly Relevant (conceptually, but technically poorly linked to SDG 18 and relevant Lao PDR strategies and action plans).
 - Project Design: Highly Unsatisfactory.
 - Effectiveness: Moderately Unsatisfactory.
 - Efficiency: Moderately Unsatisfactory.
 - Project management, coordination & partnerships: Moderately Satisfactory.
 - Visibility: Highly Unsatisfactory.
 - Sustainability: Unlikely (unless more proactive, strategic approach to resource mobilisation is implemented before 2021).
 - Overall Mid Term Evaluation Rating: **Unsatisfactory**.
2. The ratings are presented in order to provide a benchmark to assess the program against at the final Terminal Evaluation at the end of the current phase. It provides a basis for UNDP to strive against in terms of the improvements needed to obtain an improved rating by project end.
3. It is recommended that the UNDP Lao CO thrive to achieve an overall Terminal Evaluation rating of at least “satisfactory” by the last year of the current program (2021), by proactively and aggressively implementing all of the Recommendations of this Mid Term Evaluation.

Table 5: Evaluation ratings for UNDP-Lao UXO Program 2017-2021

Project Element	Evaluation Rating	Reasons for Rating
Relevance:	<ul style="list-style-type: none"> • <u>Highly Relevant.</u> 	<ul style="list-style-type: none"> • Demand not supply driven. • Project responds directly to a major national development priority. • Conceptually fits well with SDGs, global UNMDP Strategic Plan, Lao PDR-UN Partnership Framework, UNDP-CPD, NSEDP, SPF 2 and Lao-SDG 18. • However, technically the ProDoc design is poorly linked to SDG 18 and relevant Lao PDR strategies and action plans.
Project Design:	<ul style="list-style-type: none"> • <u>Highly Unsatisfactory.</u> 	<ul style="list-style-type: none"> • ProDoc embraces major funding that is not actually secured (\$84M vs \$12M), and which includes funds provided by bi-lateral donors directly to GoL completely outside of the UNDP program – and which should therefore not be shown in the UNDP ProDoc budget. • Vast majority of multiyear workplan is not funded, funding sources are not identified for activities and activities are not logically aligned with SDG 18 and SPF 2. • Deficiencies with Project Results Framework (not a fully developed PRF with all necessary components and many indicators not SMART). • UNDP monitoring, management and reporting of program execution and expenditure do not relate to ProDoc PRF and multi-year workplan. • Program management and coordination arrangements are not clearly defined or explicitly funded in the ProDoc budget. • M&E is not explicitly funded in the ProDoc budget. • Program finances used to fund core UNDP positions – should only be used to fund program positions. • No long-term sustainability plan. • No communication and awareness plan. • No social & environmental assessment as per UNDP S&E guidelines. • Other missing essential elements and non-compliances with the standard structure and contents of UNDP project designs.
Effectiveness:	<ul style="list-style-type: none"> • <u>Moderately Unsatisfactory.</u> 	<ul style="list-style-type: none"> • Despite many years of UNDP support capacity levels at both NRA and UXO-Lao are reported to still have significant challenges – indicating that interventions to date have not been effective. • Most of the findings and recommendations of previous evaluations have not been addressed in current program (refer Annex 10). • For current program, UNDP financial reporting does not allow assessment of delivery rate against ProDoc activities – severely limiting ability to assess effectiveness through progress towards Outputs as listed in the ProDoc. • Progress towards results as measured by achievement of Results Framework targets and indicators is impressive, however: <ul style="list-style-type: none"> • The Results Framework targets and indicators are not fully reflective of what UNDP is actually implementing. • 7 indicators & targets need revision / updating, and could be assessed as “not achieved / not on track”. • 4 indicators & targets could not be assessed yet, and may also be assessed as “not achieved / not on track”. • This could potentially give 14 out of 28 (50%) “not achieved / not on track”. • Delivery rates of UNDP managed funds based on expenditure versus budget are quite low for NRA (66%) and for UXO-Lao are inflated by some extreme over-spending (388% for Luxembourg, 248% for Korea and 163% for Aus etc) – this needs explaining). • Need data on funds received by activity (c.f. funds budgeted) to assess against actual expenditure.
Efficiency:	<ul style="list-style-type: none"> • <u>Moderately Unsatisfactory.</u> 	<p>Efficiency (and effectiveness) have been constrained by:</p> <ul style="list-style-type: none"> • Very high staff turnover at UNDP during the current program period. • Failure to plan for and secure continuity of funding at end of funding cycles that are known years / months in advance (e.g. end to EU support). • Some activities on “front line” appear to have very low efficiency, e.g: <ul style="list-style-type: none"> • Some victim assistance activities (goats or cows). • MRE activities by UXO Lao have extremely high “teacher to student” ratio and limited coverage - much better value for money to “Teach

Project Element	Evaluation Rating	Reasons for Rating
		the teacher to teach”.
Project management, coordination & partnerships:	<ul style="list-style-type: none"> • <u>Moderately Satisfactory.</u> 	<ul style="list-style-type: none"> • Appears to be strong, well established and functioning high level coordination and partnership arrangements, including: <ul style="list-style-type: none"> • National UXO Sector Working Group (with UNDP as co-chair). • Project Board for oversight of the UNDP program itself. • Relevant GoL line ministries expressed satisfaction with the arrangements, and value UNDP’s role as a central, “neutral” facilitator. • GoL says there could be more efforts by UNDP to build broader, longer-term, more sustainable partnerships, especially for resource mobilization. • Not all donors are as positive as GoL, want UNDP to be more proactive with forward planning, and more transparent esp. with financial reporting. • Partnerships with INGOs and local non-profit associations appear to be limited – could be opportunities for greater synergies. • Virtually no engagement with private sector. • Could be more “mainstreaming” of UXO across ALL sectors and Ministries. • Refocus terminology from UXO “sector” to “UXO challenge” or “UXO issue” • Need to enhance program management, coordination and partnerships at <u>Provincial level</u> – UNDP focus has been at national / central level. • Internal UNDP Program Management has faced some significant challenges: <ul style="list-style-type: none"> • High staff turnover. • Combining Team Leader / CTA positions (now addressed – although now the TL has an even broader role). • No clearly defined individual workplans with key deliverables / milestones. • Non-optimal use of UNVs / tendency to use reactively not proactively. • Staff not fully trained in UNDP processes and systems. E.g. ATLAS.
Visibility:	<ul style="list-style-type: none"> • <u>Highly Unsatisfactory.</u> 	<ul style="list-style-type: none"> • The ProDoc does not include a Communication & Awareness Strategy with allocation of necessary resources – which should be a standard component of any project/program design. • Despite the fact that every evaluation of UNDP’s UXO actions in Lao PDR to date (back 8 years to 2012) have identified the need for a Communication & Awareness Strategy, and despite the fact the EU contribution had an explicit requirement for such a strategy to be developed and implemented by UNDP, and despite the fact that most other donor agreements have explicit requirements on UNDP regarding visibility and promotion, these have been largely ignored by UNDP. This is completely unacceptable. • Some major donors reported significant dissatisfaction with UNDP’s promotion of their funding contributions through UNDP. • Our direct observations during country mission indicated a very low level of promotion of the UNDP Lao PDR UXO Program and the support of donors through various media.
Sustainability:	<ul style="list-style-type: none"> • <u>Unlikely</u> • (unless more proactive. strategic approach to resource mobilisation is implemented before 2021) 	<ul style="list-style-type: none"> • Lack of UXO-focussed donor database which identifies all donor priorities in relation to UXO that UNDP can align against. • Most current donor funding will expire end 2020 leaving the last year of the current program (2021) largely unfunded. • Ad-hoc, reactive, opportunistic approach to securing donor funds. • Lack of a coherent, pro-active, long-term donor engagement and resource mobilization strategy. • Despite many years of UNDP support sustainability mechanisms have still not been developed and implemented at NRA and UXO-Lao. • Levels of mainstreaming of the UXO challenge into all sectors of government and the economy need to be significantly enhanced to ensure sustainability.
Overall Rating:	<ul style="list-style-type: none"> • <u>Unsatisfactory.</u> 	<ul style="list-style-type: none"> • Considering all above combined.

Recommendation 14 - Evaluation Ratings:

It is recommended that the UNDP CO to thrive to achieve an overall Terminal Evaluation rating of at least “satisfactory” by the last year of the current program (2021), by proactively and aggressively implementing all of the Recommendations of this Mid Term Evaluation.

5. FINDINGS - SCOPE 1: END EVALUATION OF EU CONTRIBUTION

5.1 Rationale & approach

1. The rationale for undertaking a terminal evaluation of one component of a program during the MTR of the overall program is simply because that component – as represented by the EU funding - came to an end at the time of the mid term evaluation. This presents an opportunity to learn any lessons from the end of that component, and apply these to improving the rest of the program during the remaining 2.5 years, through adaptive management, and also to the design of future activities.
 2. The approach and methods used were exactly the same as for the overall evaluation, as described in sections 1 and 2. Of specific relevance to the EU contribution were:
 - a) A visit to the office, depot and field activities of UXO Lao in Huaphan Province, which were funded in part by the EU, and detailed discussions with the UXO Lao Provincial Director and staff, and Provincial Government staff (note that it is understood that EU funds were also used to support UXO Lao activities in Luang Prabang Province, which was not visited by the Evaluation Team).
 - b) Detailed discussions with the Attaché for Cooperation at the EU Delegation to Lao PDR in Vientiane.
 - c) Detailed review of the donor agreement and its addendums (a ‘Delegation Agreement’ under the EU Pillar Assessed Grant or Delegation Agreement - PAGoDA system) and its Annexes, including a ‘Description of the Action’ which specifies the activities to be supported by the EU funding.
 - d) Detailed review of two progress reports to the EU from NRA and UXO Lao (combined):
 - i) for the first year of the EU contribution 1 September 2016 to 31 December 2017 (narrative only with no financial report); and
- for the second year of the EU contribution 1 January 2018 to 31 December 2018 (both narrative and financial).
3. As the EU contribution came to an end on 31 December 2019 a progress report is not yet available for the third year (2019).
 4. The Agreement requires UNDP to submit “indicative Action Plans” to the EU for each year (1 January to 31 December), including provincial geographical targets for survey and clearance activities..

5.2 Description of the EU contribution

1. At the time of signing of the UNDP ProDoc in July 2017 the EU was identified as having committed US\$2,201,761 to the UNDP Program, plus \$336,479 already used up to May 2017. The purpose, allocation and timing of these funds are not specified in the ProDoc.
2. The EU and the UNDP Lao CO had already signed a “Delegation Agreement” (EU PAGoDA format) on 22 December 2016, under which EU would contribute €2.4M (approx. US\$2.54M at the time) to UNDP for a period of 36 months (three years), starting on 1 September 2016 to 31 August 2018 (note the Agreement was therefore signed almost three months after the start date specified in the Agreement).
3. The Agreement provides for three “reporting periods”:
 - 1 - First 16 months 1 Sept 2016 to 31 Dec 2017.

- 2 - Second 12 months 1 Jan to 31 Dec 2018.
 - 2 - Last eight months 1 Jan to 21 August 2019 (later extended to 31 December 2019).
4. The Agreement requires UNDP to submit “indicative Action Plans” for each year (1 January to 31 December), including provincial geographical targets for survey and clearance activities.
 5. The Agreement includes a number of Annexes including a Description of the Action (with specified activities to be supported), a requirement for UNDP to ensure promotion and visibility of the EU support (with a detailed Communications and Visibility Plan with targets and activities in Annex VI), and a requirement for a number of specified products to be delivered during the project cycle, as follows:
 - a) A sector-wide M&E Plan to be tabled at the UXO Sector Working Group.
 - b) One evaluative case study based on the M&E Plan.
 - c) Progress and Final Project Reports as specified, including Lessons Learned from NRA and UXO Lao.
 - d) A GoL approved document on procedure and criteria for task prioritization.
 - e) A draft sustainability strategy.
 6. The Agreement includes an EU-specific PRF with Outputs, Indicators and Targets and a Provisional Multi-year Workplan with Outputs and Planned Activities, which need to be reported against. The EU-specific PRF contains 12 of the 25 Indicators and Targets from the overall UNDP ProDoc PRF (although somewhat confusingly numbered differently), plus three additional EU-specific Indicators and Targets (refer Annex 11).
 7. The Agreement includes a budget with annual allocations of EU funds against Planned Activities, which need to be reported against.
 8. The EU later granted a no-cost four month extension to 31 December 2019.
 9. **NOTE:** Although the Evaluation Team was advised that the EU funding through UNDP was specifically to support the operations of UXO Lao in Huaphan Province, and also supported UXO Lao in Luang Prabang Province, there is no reference to this in the Agreement, which is non-Province specific. It is assumed that this may have been specified in the subsequent annual “indicative Action Plans” which the Agreement required UNDP to submit to the EU for each year, including provincial geographical targets for survey and clearance activities.

5.3 EU End Evaluation findings

1. Complete terminal evaluation of the EU contribution at December 2019 is not possible for the following reasons:
 - a) The contribution only ended on 31 December 2019, and the annual progress and financial report for 2019 was not available when this evaluation was conducted, meaning that it is not possible to assess a full year of the contribution.
 - b) The annual progress reports for 2016/2017 and 2018 tend to focus more on reporting the overall, national activities of NRA and UXO Lao and less on the specific activities funded by the EU, they do not fully and properly follow and address the reporting requirements specified in the EU Agreement, and do not report on the UNDP activities funded by the EU (these are deficiencies in most of the reports to donors that the Evaluation Team has reviewed).
 - c) An extremely significant fraudulent activity was reported for UXO Lao in Huaphan Province – the falsification of CHA data and reports, however the Evaluation Team has not been provided with documentation on this issue, including any specific investigation and responsive action reports

(note that the EU and other donors expressed serious dissatisfaction with the fact that this was not detected earlier and with the way that UNDP reported and responded to the issue).

2. Despite these constraints, from the information that is available, the Evaluation Team makes the following findings in relation to the EU contribution:

- a) A number of specific (and major) outputs and products that are clearly specified in the Agreement were not produced and delivered, including:
 - i) Promotion and visibility of the EU support according to a detailed Communications and Visibility Plan with targets and activities as specified in Annex VI of the Agreement.
 - ii) A sector-wide M&E Plan to be tabled at the UXO Sector Working Group.
 - iii) One evaluative case study based on the M&E Plan.
 - iv) A GoL approved document on procedure and criteria for task prioritization.
 - v) A draft sustainability strategy.
- b) The 2017, 2018 and 2019 EU Annual Work Plans (AWPs) provided by UNDP are not results-based and do not include annual targets to be achieved against planned budget as required by the Agreement.
- c) The reporting requirements of the EU Agreement were not fully met by UNDP in terms of reporting against the EU-specific PRF, Outputs, Indicators and Targets and Multi-year Workplan, making it difficult to assess whether or not these were complied with and achieved.

3. It is difficult to assess the effectiveness, including progress towards results, of the EU contribution, due mainly to significant deficiencies with the PRF (as outlined in section 4.3). Never-the-less, despite these problems, the Evaluation Team conducted a review of the PRF in a workshop session with the UNDP UXO Team. Annex 11 presents the outcomes of this session, and shows that out of a total of 15 Indicators in the PRF (including 3 unique to EU), at November 2019 (just over half way through the program):

• Targets exceeded:	0
• Targets achieved:	4
• Targets partially achieved:	1
• Targets not achieved (need corrective action):	2
• Indicator & target needs revision / updating:	4
• Status could not be assessed (data needs to be checked):	4

Four out of 15 targets achieved equates to only 27% - which given that this is at the end of the EU contribution, after three years of implementation, can only be considered as a failure. However some of the indicators and targets are not SMART and are difficult to assess, and if these are excluded (which is not good practice) the achievement rate might be assessed at 57%, which is still very low.

4. One of the most significant issues affecting the EU contribution to UXO Lao operations in Huaphan Province was the reported failure to rapidly detect and immediately report the fraudulent CHA reporting issue, when the EU Agreement has specific requirements on UNDP regarding monitoring, reporting and risk management. While UNDP did organize a response to this issue, including an investigation mission to Huaphan Province, this issue has caused significant dissatisfaction amongst some donors. Concerns raised by donors include:

- a) Delayed and indirect reporting of the CHA issue to donors (indirect in that some donors learned of the issue through informal channels before UNDP had informed them, or read about them at a later date in program reports, when they felt that they should have been informed by UNDP directly and immediately).

- b) It appears that the GoL management response to this issue may not have been strong enough to pre-empt similar risks arising in future – e.g. investigative and if necessary punitive action was reportedly not taken against all individuals potentially implicated in the fraudulent activities. If all alleged perpetrators of wrong-doing are not subject to appropriate and effective investigative and if necessary punitive actions by GoL, in accordance with law, future transgressions by others will not be deterred.
5. It should be noted that the Evaluation Team received anecdotal reports from three reputable sources that the issue of fraudulent CHA reporting may still not be fully addressed in Huaphan Province, and may also be an issue in other provinces. While the Evaluation Team is not in a position to verify these reports, they are obviously serious allegations and highlight the necessity both for ongoing follow-up verification action and broader investigations when such issues arise.

5.4 EU End Evaluation conclusion & recommendation

1. In addition to the EU-specific findings reported under section 5.3 the overall findings reported in section 4 also apply to the EU contribution.
2. Overall, the Evaluation Team is of the view that the findings reported under section 5.3 are serious, especially as they significantly affect donor trust and confidence in UNDP's capabilities as a development partner and program manager.
3. It is noted that at present the EU has no plans to continue to support UNDP Lao PDR post December 2019, while they continue to directly support other partners on the UXO issue (e.g. HI, GRET, Oxfam and LSPA, also in Huaphan Province). This should be a very clear message to the CO and to GoL and the IPs and it is recommended that all parties take this message seriously and respond to these concerns in a positive, proactive, meaningful and timely manner, including by implementing Recommendation 15.

Recommendation 15 - Lessons from EU Contribution

In order to rebuild donor confidence and trust and prevent any further erosion in donor confidence and trust, it is recommended that UNDP, the IPs and GoL overall take the findings and lessons from the EU contribution very seriously and respond to these in a positive, proactive, meaningful and timely manner, including for the other donor contributions during the current program and for future programs, by:

- *Complying fully with the requirements of the donor agreements, especially but not only in relation to ensuring that all required outputs and products are delivered and that all monitoring, reporting and risk management requirements are strictly complied with.*
- *Undertaking follow up verification that the CHA reporting issue has been fully addressed in Huaphan and extending the investigation to all provinces supported through UNDP, and ensuring ongoing follow-up verification and broader investigations should such issues arise in future.*
- *Encouraging GoL to ensure that all alleged perpetrators of wrong-doing are subject to appropriate and effective investigative and if necessary punitive actions, in accordance with law, including to deter future transgressions by others.*

6. FINDINGS - SCOPE 2: FORWARD LOOKING OPPORTUNITIES



6.1 Review of previous evaluations

1. As part of this MTE the following previous evaluation reports were reviewed:
 - a) UNDP, 2016, (global) *Evaluation of the UNDP Contribution to Mine Action* (includes Lao PDR case study).
 - b) Durham, J., 2016, *Evaluation of UNDP Support to Mine Action in Lao PDR, 2013-2016* (the Lao case study as part of UNDPs global review above).
 - c) Massleberg, A., (GICHD), 2014. *Strategic Action in Mine Action Programmes - Lao PDR*.
 - d) Sekkenes, S. & Palmer, A., 2012. *Programme Review 2003-2011 UNDP Support to NRA and UXO Lao, UXO Sector, Lao PDR*.
2. Unfortunately, a review of these as summarized in Annex 10, indicates that in December 2019 many of the findings and recommendations of these previous reviews have still not been implemented by UNDP and GoL, and many of the same challenges, gaps and capacity needs and priorities identified over the last seven years have still not been addressed at NRA and UXO Lao.
3. This indicates that the UNDP Lao CO and GoL have not been effective at learning the lessons identified in program evaluations and taking action to address these. It also raises concerns as to whether the findings and recommendations of this MTE will be used effectively.

Recommendation 16 - Uptake of evaluation findings:

It is recommended that both the UNDP Lao CO and relevant GoL agencies take more concerted action to learn the lessons and implement the recommendations identified in program evaluations, including this MTE.

6.2 Analysis of Lao UXO sector policy & priorities

7. The expertise of the Evaluation Team is in program and project evaluation and prior to this evaluation they had zero experience with the UXO issue. They therefore do not have the necessary technical expertise to critically analyse UXO sector policies and priorities against best practice, including as outlined in the Convention on Cluster Munitions (CCM) and the UN-approved International Mine Action Standards (IMAS). An analyses of Lao PDR UXO sector policies and priorities against best practice would be more appropriately carried out by the Strategic Management Adviser from the Geneva International Centre for Humanitarian Demining (GICHD), who is assisting GoL to develop the next UXO 10 year strategic plan for Lao PDR (see below). However, the Evaluation Team has undertaken a “lay persons” analysis and makes the following summary findings:

- a) The CCM and the IMAS provide international best practice standards to guide the technical aspects of national UXO sector policy and priorities, with *IMAS 0210: Guide for the establishment a mine action programme*, being useful at the strategic level.
- b) National UXO policies should give priority to post clearance socioeconomic development and mainstreaming the UXO issue into all sectors of the government and economy. The current Lao PDR policies and strategies do reflect these priorities on paper, however they have not yet been fully implemented and operationalized.
- c) Overall the current Lao PDR policies and strategies generally reflect best practice standards as outlined in CCM and IMAS, including the establishment and operation of a reasonably effective National Regulatory Authority (NRA), however a number of reforms and improvements are required, including *inter alia* a need to:
 - i) Revise and update the National Standards in accordance with IMAS.
 - ii) Revise and update the national decrees relating to the establishment and operation of NRA, in order to clarify and strengthen the legal mandate and regulatory powers of NRA, including at the provincial level.
 - iii) Develop, resource and implement a comprehensive Capacity Building Plan for NRA, as per the core pillars of IMAS, and building on:
 - the capacity assessment undertaken by NPA for NRA with DFID funding in 2019; and
 - the Capacity Development Strategy developed for both NRA and UXO-Lao by UNDP in 2014, using the UNDP Rapid Capacity Assessment methodology, much of which is still valid and un-implemented (Durham Dec 2014).
 - iv) Develop, resource and implement a new (post 2020) comprehensive, programmatic, well-resourced national Victim Assistance Strategy and Action Plan, which:
 - integrates and coordinates all VA-related initiatives in Lao PDR,
 - is centrally coordinated by the National Commission for Disabled People (rather than by NRA); and
 - is integrated with broader national, non-UXO disability programs, consistent with the Convention on the Rights of People with Disabilities and relevant provisions of the CCM, and as already required by SPF2.
 - v) Implement the technical and tactical actions identified in Recommendation 9 and described in Annex 13.

Recommendation 17 - Main reforms required to national UXO arrangements:

It is recommended that UNDP support GoL to develop and implement the following high priority actions:

- *Revise and update the National Standards in accordance with IMAS.*
- *Revise and update the national decrees relating to the establishment and operation of NRA, in order to clarify and strengthen the legal mandate and regulatory powers of NRA, including at the provincial level.*
- *Develop, resource and implement a comprehensive develop a comprehensive Capacity Building Plan for NRA, as per the core pillars of IMAS, and building on:*
 - *the capacity assessment undertaken by NPA for NRA with DFID funding in 2019; and*
 - *the Capacity Development Strategy developed for both NRA and UXO Lao by UNDP in 2014, using the UNDP Rapid Capacity Assessment methodology, much of which is still valid and un-implemented (Durham Dec 2014).*
- *Develop, resource and implement a new (post 2020) comprehensive, programmatic, well-resourced national Victim Assistance Strategy and Action Plan, which integrates and coordinates all VA-related initiatives in Lao PDR, which is centrally coordinated by the National Commission for Disabled People*

(rather than by NRA), which is integrated with broader national, non-UXO disability programs, consistent with the Convention on the Rights of People with Disabilities and relevant provisions of the CCM, and as already required by Safety Path Forward II.

- Implement the technical and tactical actions identified in Recommendation 9 and described in Annex 13.

6.3 Funding mechanisms

1. Over the last 20+ years the funding of UXO actions through the UNDP Lao CO has been via two mechanisms, either a trust fund (the so called “single basket”) into which all donor funds managed by UNDP are contributed, or direct agreements between UNDP and individual donors, with funds being both “earmarked” and “un-earmarked” depending on the donor. There have been two iterations of the trust fund, the first which operated from 1995 and the second from 2010, which reportedly still exists but is not operational. Currently all funding for the UNDP-Lao PDR UXO Program is under direct agreements with individual donors.
2. Annex 16 presents a comparative assessment of the two trust funds. The earlier fund appears to have more strengths than the later fund including *inter alia*:
 - a) The trust fund ToR outline clear categories of interventions that are eligible to receive support from the Trust Fund, as well as special considerations to be taken into account when interventions are selected for funding.
 - b) The ToR promote government leadership by having a GoL representative as the chair of the programme steering committee.
 - c) The ToR clearly outline the responsibilities of the GoL, UNDP and UNICEF in management of the Trust Fund.
3. By contrast the later trust fund is very much a UNDP structure and is established under UNDP financial regulations and rules; under which UNDP shall utilize the fund for the purpose of meeting the project objectives and financing the activities of the projects as approved by UNDP.
4. As such, it may not promote the principles of Vientiane Declaration on Aid Effectiveness which promotes increased country ownership over development policies, planning, implementation and aid coordination; better alignment of development partner's support to national policies and plans, and increased support to and use of national systems.
5. Consultations with stakeholders during the evaluation identified that there is little appetite to resurrect the trust fund mechanism due to concerns, mainly by donors, about transparency and accountability, the bureaucracy required to administer the fund, and a preference for the relative efficiency and greater control of direct agreements. However, there may be scope to utilize a trust fund mechanism if the international visitor UXO contribution scheme is implemented, as outlined in section 4.13 and detailed further in Annex 14.
6. The reliance by the CO to date on traditional ODA partners and a tendency to take a largely ad hoc approach that reacts to donor interest, rather than a proactive approach which actively seeks funding against a defined programmatic budget with a linked resource mobilization strategy, has meant that the CO has only been able to secure limited funding relative to the scale of the UXO challenge (e.g. circa \$16M for the current program which has a required budget of \$84M). There is a need for the CO to be much more proactive and seek to develop new and innovative funding mechanisms, as outlined in section 4.13 and Recommendation 13 and detailed further in Annex 14.

6.4 Assessment of current & future UNDP support

1. UNDP's current support is assessed in Scope 1 as presented in sections 4 and 5 of this report.

2. In terms of future UNDP support Key Conclusion 1 and section 4.12 of this report should be referred to. It is recommended that in order to become more relevant to the SDGs, the UNDP Strategic Plan and Lao PDR's development agenda, the CO could more fully embrace and support UXO action for socioeconomic development. The CO could also more actively promote its comparative advantages in the UXO sector and shift towards more of a role as a coordinator, facilitator, capacity builder, resource mobilizer and especially a "service provider" to both GoL and donors.
3. Additionally, UNDP continues to directly support many in-house functions and roles at NRA and to a lesser extent UXO Lao. This is not sustainable or consistent with institutional strengthening and capacity building objectives – especially given that UNDP's efforts have run for over 20 years now. Greater effort could be made to get both NRA and UXO Lao to stages of institutional maturity where they can function administratively in their own right, without internal UNDP support.
4. It would be more effective and efficient for UNDP to focus more on strategic issues of national policy and strategy, national institutional strengthening and capacity building, cross-sectoral mainstreaming and national sustainability, and less on technical issues like UXO clearance, for which there is a huge wealth of expertise available through organizations like MAG, Halo and NPA.
5. It is recommended that UNDP work with GoL to start laying the foundations – in SPF 3 - for national self-reliance and sustainability on UXO issues, in terms of resourcing, governance and institutional and technical capacity, and including mainstreaming the UXO issue into all sectors (see below).

6.5 Next Ten-Year National Strategic Plan & Five-Year Workplan

1. 2020 is a critical year in that Lao PDR will be revising and updating three key national strategies and plans:
 - a) Ninth Five-Year *National Socioeconomic Development Plan 2021-2025* (NSEDP 9).
 - b) Third Ten-Year *National Strategic Plan for UXO Sector 2021-2030* (Safe Path Forward 3) (or new title like "3S Path to 2030" or "3S Roadmap to 2030" – see below).
 - c) Next Five -Year *UXO Sector Workplan 2021-2025*.
2. As per section 6.2 the Evaluation Team does not have the necessary technical expertise to develop a national UXO strategic plan in accordance with best practice, including as outlined in the UN approved International Mine Action Standards (IMAS). The Strategic Management Adviser from GICHD is already assisting GoL to develop the next ten-year national strategic plan (SPF 3). However, the Evaluation Team has undertaken a "lay persons" analysis and is of the view that the current version of the National Strategic Plan for UXO Sector (SPF 2) and also the current five year Work Plan already contain most of the essential best practice elements to support effective UXO action in Lao PDR, including:
 - a) embracing socioeconomic development objectives, including through SDG 18,
 - b) articulating clear priorities and targets for UXO action,
 - c) embracing an evidence-based approach and highlighting the need to comply with IMAS and for strengthened National Standards, QM and IM,
 - d) highlighting the need to develop a comprehensive, programmatic, well-resourced national Victim Assistance Strategy and Action Plan, which is centrally coordinated by the National Commission for Disabled People (rather than by NRA), and which is integrated with broader national, non-UXO disability programs,
 - e) highlighting the need for ongoing institutional strengthening and capacity building in relevant GoL agencies; and
 - f) highlighting the need to mainstream the UXO issue into all sectors and to develop national self-reliance and sustainability mechanisms.

3. The problem is that these existing strategies and plans have not been fully implemented and achieved.
4. Given these points, it is the view of the evaluators that apart from the need to develop a results and resources framework to achieve the targets and indicators under SDG 18, the existing plans do not actually need major updating. It would be more effective to spend resources actually implementing and achieving what is already in the existing strategies and plans, with minor refinements and updates for the forthcoming period, than to spend resources writing whole new plans, which in turn may not be implemented and achieved.
5. Greater impact might be achieved through putting more effort into developing a Resource Mobilization Strategy to implement existing plans than to just write more plans.
6. Consultations during the evaluation, and especially with main development partners, indicate that there are two key time horizons moving forward:
 - a) Next 10 years to 2030 SDG targets (also end of SPF 3) – during which time major donor support for UXO in Lao PDR may well continue (but is not guaranteed).
 - c) Post 2030 whereafter, irrespective of moral arguments, donor support may drop-off and Lao PDR may need to consider strengthening national sustainability arrangements for UXO action (also affected by LDC graduation target of 2024).
7. It is therefore vital for Lao PDR to consider:
 - c) moving beyond the current rhetoric about the need for ongoing donor support for “hundreds of years” (to which development partners “close off”), and establishing and articulating – in SPF 3 - clear, evidence-based national priorities and target dates for UXO action, based on socioeconomic development objectives; and
 - d) starting to lay the foundations – in SPF 3 - for national self-reliance and sustainability on UXO issues, in terms of resourcing, governance and institutional and technical capacity, and including mainstreaming the UXO issue into all sectors.
7. Towards this end the next SPF (no. 3) could be re-titled to something which embraces the three Ss (3S) of safe, self-reliant and sustainable, along the lines of:

Meeting the UXO Challenge to 2030:

A Safe – Self-reliant – Sustainable Path Forward

(the “3S Path to 2030” or “3S Roadmap to 2030”)

8. It is recommended that these points be considered by the GICHD Adviser when assisting GoL to develop the next national strategic plan..

Recommendation 18 - Key time horizons moving forward:

It is recommended that UNDP work with GoL to:

- *Recognize that there are two key time horizons moving forward:*
 - *Next 10 years to 2030 SDG targets (also end of SPF 3) – during which time major donor support for UXO in Lao PDR may well continue (but is not guaranteed).*
 - *Post 2030 whereafter, irrespective of moral arguments, donor support may drop-off and Lao PDR may need to consider strengthening national sustainability arrangements in place for UXO action (also affected by LDC graduation 2024).*

- *Move forward from the current rhetoric about the need for ongoing donor support for “hundreds of years” (to which development partners “close off”), and start establishing and articulating – in SPF 3 - clear, evidence-based national priorities and target dates for UXO action, based on socioeconomic development objectives.*
- *Start laying the foundations – in SPF 3 - for national self-reliance and sustainability on UXO issues, in terms of resourcing, governance and institutional and technical capacity, and including mainstreaming the UXO issue into all sectors.*
- *Towards this end the next SPF (no. 3) could be re-titled something along the lines of:*

Meeting the UXO Challenge to 2030:

A Safe – Self-reliant – Sustainable Path Forward

(the “3S Path to 2030” or “3S Roadmap to 2030”)

Recommendation 19 - Revision & update of key national strategies & plans:

For the post-2020 forward planning period, it is recommended that UNDP work with GoL to:

- *Use the existing indicators and targets under SDG 18 and SPF as the basis for a supporting results and resources framework, rather than developing a new and different framework.*
- *Put more effort and resources into actually implementing and achieving what is already in the existing strategies and plans, with minor refinements and updates for the forthcoming period, and avoid expending too much effort and resources on writing whole new plans.*
- *Put more effort into developing a Resource Mobilization Strategy to implement the strategies and plans, as outlined in Recommendation 14, than into writing more strategies and plans.*

7. CONSOLIDATED RECOMMENDATIONS

Recommendation 1 - Evaluation Arrangements:

It is recommended that the CO could improve the efficiency and effectiveness of future evaluations by:

- *Ensuring that all relevant UNDP and GoL staff members are fully briefed in advance on evaluation purpose, process and standards, as outlined in the UNDP Evaluation Guidelines 2019 and relevant UNEG Guidelines, and that these are followed during the evaluation.*
- *Responding rapidly and fully to evaluation information requests.*
- *Providing the Evaluation Team with a full and complete stakeholder contacts list well in advance of the evaluation country mission.*
- *Allowing and facilitating the Evaluation Team to contact stakeholders directly to arrange meetings.*
- *Making greater effort well in advance to ensure coordination of key related activities.*
- *Improving the efficiency of evaluation contracting and payment processes.*

Recommendation 2 - Program relevance:

It is recommended that:

- *Within the current UNDP Program to end 2021 UNDP could, in close consultation with GoL, focus on those activities that are most directly relevant to SDG 18, and especially:*
 - *Supporting GoL to mainstream UXO into all relevant line ministries and sectors.*
 - *Continuing to strengthen capacity at NRA, especially on IM, QM and in the Provinces.*
 - *Continuing to strengthen capacity at UXO-Lao, especially in relation to internal management procedures and MEL.*
- *For the period post 2021, UNDP could, in close consultation with GoL, develop a program that is more clearly relevant and coherently linked to the Lao PDR SDG 18 and the objectives and targets of Lao PDR's broader strategies and action plans on UXO (i.e. it is recommended that the targets and indicators from SDG 18 and from Lao PDR's own UXO strategies and action plans be adopted directly by UNDP, rather than developing a UNDP ProDoc with separate and different targets and indicators – as the current situation).*

Recommendation 3 - Program concept & design:

In addition to Recommendation 2, which also applies to program concept and design, it is also recommended that for the period post 2021, any new UNDP program concept and design should:

- *be based on a properly formulated Results and Resources Framework derived from a coherent Logical Framework Analysis, and incorporating all of the essential elements of program concept and design, that are missing or poorly developed in the current ProDoc; and*
- *include a realistic budget that reflects the resources actually committed, plus any additional that can be reasonably expected to be secured by UNDP during the life of the program, but not more.*

Recommendation 4 - Program management, coordination & partnerships:

It is recommended that the UNDP Lao CO improve UXO program management, coordination & partnerships through:

- *greater efforts to build broader, longer-term, more sustainable partnerships, especially for resource mobilization, and seeking greater coordination and synergies of work effort with partners,*
- *engaging more strongly with private sector,*
- *more “mainstreaming” of UXO across ALL sectors,*
- *enhancing program management, coordination and partnerships at Provincial level,*
- *improving internal UNDP program management including a major shift from what currently appears to be mainly reactive approach to a much more proactive approach, with much clearer staff workplans,*

deliverables, targets and key performance indicators (KPIs) that are more clearly linked to each other and to the overall Program workplan, and other measures outlined in this [section \(4.4\)](#); and

- reviewing IP pay scales under NIM against other employers in UXO sector and updating if necessary.

Recommendation 5 - Monitoring, evaluation & risk management:

It is recommended that both the UNDP Lao CO and relevant GoL agencies improve monitoring, evaluation & risk management by:

- shifting from just M&E to full MEL,
- monitoring and reporting more on outcomes and impacts rather than just activities and outputs,
- monitoring and reporting more on UNDP's Program itself, against specific UNDP donor requirements, rather than on the UXO sector as a whole, which is mostly funded by bilaterals,
- being more proactive and responsive to major problems, including immediate reporting to donors and broadening investigations and follow-up monitoring,
- following up initial "stop-gap" responses with more sustainable, long term solutions,
- in the case of GoL, ensuring that all perpetrators of wrong-doing are subject to appropriate and effective punitive actions, in accordance with law, including to deter future transgressions by others;
- replicating the NZ approach to MEL in Xieng Kouang across all provinces.

Recommendation 6 - Effectiveness (including progress towards results):

In order to improve the effectiveness of the UXO sector as a whole, it is recommended that UNDP work to assist GoL with the following:

- Victim Assistance (VA): Develop, resource and implement a new (post 2020) comprehensive, programmatic, well-resourced national Victim Assistance Strategy and Action Plan, which integrates and coordinates all VA-related initiatives in Lao PDR, which is centrally coordinated by the National Commission for Disabled People (rather than by NRA), which is integrated with broader national, non-UXO disability programs, consistent with the Convention on the Rights of People with Disabilities and relevant provisions of the Convention on Cluster Munitions, and as already required by SPF 2.
- Clearance for Livelihood Development: Promote post-clearance socioeconomic development, by integrating post-clearance impact assessment and development planning into UXO survey and clearance prioritization, planning and implementation, as already required by SPF 2.

In order to improve the effectiveness of the UNDP program itself, it is recommended that UNDP:

- Place greater emphasis on measuring outcomes and impacts rather than just activities and outputs.
- Improve program management arrangements as outlined in Recommendation 4.
- Address financial management issues as outlined in Recommendation 10.

Recommendation 7 - Efficiency:

In terms of efficiency within the UNDP Lao CO, it is recommended that the CO:

- Monitor and manage workload demands on the TL to avoid overload and reduction in UXO efficiency (and effectiveness) due to the demands of broader, non-UXO responsibilities (noting lessons from the previous combining of the TL and CTA roles).
- Lobby at UNDP corporate level to move beyond insecure one year contracts for program staff, to tenure that is better aligned with program duration.
- Implementing the last point of Recommendation 5.

In terms of efficiency of technical activities, it is recommended that the CO work with donors and GoL to:

- Discourage ad-hoc donor support for small scale, isolated VA activities like purchase of livestock for individual families, and a shift to programs with broader, more equitable reach and greater multiplier effect like establishing breeding centres in each province (as part of VA strategy in Recommendation 6).
- Revise and refresh MRE activities to achieve much greater coverage and multiplier effect such as:
 - "Teach the teacher to teach"

- Roll out UXO in ALL schools through National curriculum (building on World Education & BEQUAL education support programs).
- Embracing mass communication tools including TV and social media.

It is recommended that the UNDP Lao CO and relevant GoL agencies work together to:

- Assist UXO Lao to significantly increase % of females in senior management above the current 3%.
- Revise and update the 1st gender indicator in the ProDoc to 30% females within next five years and 50% within next 10 years, applicable to all IP staff, not just senior management.
- Reorganize UXO Lao field teams that are currently 100% female to an equitable gender balance of 50/50.
- Revise and update the 2nd gender indicator in the ProDoc to something that meets SMART criteria.
- Develop and implement an operational plan to achieve these indicators on the ground.
- Seek donor support to run an ongoing program to implement the Gender Training Manual supported by Canada, and monitor its impact in the field.
- Assist UXO Lao to develop and implement a gender policy and procedures on responsibilities of the employer towards pregnant women, especially those working on dangerous and physically demanding survey and clearance activities in the field.

Recommendation 9 - Technical & tactical Issues:

It is recommended that the UNDP Lao CO work with NRA and all UXO operators in Lao to address the following key technical and tactical issues:

- Updating NRA-administered National Standards to comply with IMAS (noting and building on relevant initiatives such as Regional CMRS Best Practices Guidelines by USA, MAG, Halo & NPA).
- Standardising TS / CHA colour-coding across operators and NRA / IMSMA (in accordance with the Regional CMRS Best Practices Guidelines).
- Ensuring compliance by major operators (UXO Lao, MAG, Halo, NPA etc) with National Standards.
- More attention to compliance with National Standards and QM by smaller private commercial operators.
- Significantly improving veracity, integrity, availability and effective use of data at NRA (IM / IMSMA).
- Making all UXO data and maps automatically available, in electronic format suitable for GIS land-use and development planning, to national planning agencies, including Lao National Geographic Department, Ministry of Agriculture & Forestry and Lao Statistics Bureau.
- Modernizing procedures for data recording by operators and transmission to NRA to improve efficiency and reduce scope for errors (e.g. use of GPS-enabled tablets in field).
- Implementing a QM “force multiplier” at NRA by shifting from direct QM by NRA to assessing, certifying and checking QM by operators.
- Improving clearance productivity rates (target of national average of 1ha / team / day).
- Expanding technical training of SEOD operators to include team leadership and management.
- Improving facilities and equipment of NRA Provincial Offices – including computers, communications and vehicles.
- Improving facilities and equipment of UXO Lao and Lao Army Unit 58 – especially field basics like adequate re-issue of uniforms, hats, boots, cold weather jackets etc.
- Targeting remote areas of the country that have heavy UXO contamination but that have not received any attention (for various reasons) (e.g. Mai and Khoua Districts in Phongsaly Province) – by establishing a special Remote Area Strike Team (RAST) from Unit 58.
- Initiating a biennial UXOlympic games meet where all operators in Lao PDR compete to hone skills, demonstrate and share new skills and techniques and foster a greater sense of professional community.
- Developing National Standards and capability to deal with land mines – in accordance with IMAS.
- Further details are provided in Annex 13.

Recommendation 10 - Financial management:

Because the financial management issues identified by the evaluation are internal management issues it is considered that an internal response by the CO is not appropriate and these should be assessed further by an independent external party.

It is therefore recommended that the UXO program finances should be assessed in greater detail during the next routine audit of the CO by the UNDP Office of Audit & Inspection, considering and following-up on the indicative findings of this evaluation, including looking into:

- Compliance with overall UNDP financial management, monitoring and reporting standards and procedures.
- Proper use of the ATLAS system including aligning monitoring and reporting of budget and expenditure in ATLAS with the ProDoc PRF..
- Compliance of the CO's financial monitoring and reporting with the activity-based budgets and workplans in several of the major donor agreements, that need to be reported against.
- The role and effectiveness of the UNDP financial support function based within the IPs .
- Forensic audit of all UXO program expenditure trails through to end points between June 2017 and December 2019.

It is recommended that the report of this assessment be made available to both GoL and donors.

With regard to UNDP Lao CO's assumption of procurement functions from UXO Lao, it is recommended that this be seen as a temporary stop-gap measure only, and that more sustainable, long-term development of transparent and accountable procurement and financial management systems be implemented at both NRA and UXO Lao, as part of UNDP's overall capacity building support to these organizations (it is understood that this is UNDP's intention).

Recommendation 11 - Visibility:

It is recommended that the UNDP Lao CO develop, secure resourcing for and implement an overall UXO Program Communication Strategy & Action Plan which:

- targets national, regional and global audiences (adopting different formats for each target audience if necessary),
- communicates the UXO issue and sells UNDP and promotes its donors more effectively,
- ensures that the requirements of donor agreements on promotion and visibility are complied with,
- highlights UNDP's comparative advantages in the UXO sector as identified in section 4.12; and
- embraces mass media formats including TV and social media.

Recommendation 12: UNDP role, culture & comparative advantage

It is recommended that the UNDP Lao CO:

- Seek to strengthen its role as a coordinator, facilitator, capacity builder, resource mobilizer and "service provider" to both GoL and donors.
- Work to address the negative perceptions of some donors regarding UNDP program management capabilities, by becoming more proactive, effective, efficient, accountable and transparent.
- Promote its comparative advantages in the UXO sector.

Recommendation 13 - Sustainability & continuity:

Within the period of the current program (June 2017 - Dec 2021) it is recommended that the UNDP Lao CO become much more proactive in seeking and securing seamless continuity of funding at the end of funding cycles that are known years / months in advance.

With regard to the future sustainability and continuity of UNDP UXO activities post 2021, it is recommended that the UNDP Lao CO:

- Develop a more comprehensive Donor Database, which identifies all donor priorities aligned against UXO resourcing needs.
- Approach additional ODA donors who have not supported UXO in Lao to date but which do have relevant interests.
- Develop a coherent, pro-active, long-term donor engagement and Resource Mobilization Strategy, which seeks to identify and secure the necessary resources to fully implement the Safe Path Forward (including its

next iteration) and associated workplans, and which includes new and innovative resourcing mechanisms such as:

- International visitor arrivals - UXO contribution.
- UXO awareness and cloud funding web site and app.
- Philanthropic organizations.
- Private sector – including arms industry (potentially contributing to a Lao Foundation rather than via UNDP - as UNDP itself has barriers to accepting funds from the arms industry).

Recommendation 14 - Evaluation Ratings:

It is recommended that the UNDP Lao CO thrive to achieve an overall Terminal Evaluation rating of at least “satisfactory” by the last year of the current program (2021), by proactively and aggressively implementing all of the Recommendations of this Mid Term Evaluation.

Recommendation 15 - Lessons from EU Contribution

In order to rebuild donor confidence and trust and prevent any further erosion in donor confidence and trust, it is recommended that UNDP, the IPs and GoL overall take the findings and lessons from the EU contribution very seriously and respond to these in a positive, proactive, meaningful and timely manner, including for the other donor contributions during the current program and for future programs, by:

- Complying fully with the requirements of the donor agreements, especially but not only in relation to ensuring that all required outputs and products are delivered and that all monitoring, reporting and risk management requirements are strictly complied with.
- Undertaking follow up verification that the CHA reporting issue has been fully addressed in Huaphan and extending the investigation to all provinces supported through UNDP, and ensuring ongoing follow-up verification and broader investigations should such issues arise in future.
- Encouraging GoL to ensure that all alleged perpetrators of wrong-doing are subject to appropriate and effective investigative and if necessary punitive actions, in accordance with law, including to deter future transgressions by others.

Recommendation 16 - Uptake of evaluation findings:

It is recommended that both the UNDP Lao CO and relevant GoL agencies take more concerted action to learn the lessons and implement the recommendations identified in program evaluations, including this MTE.

Recommendation 17 - Main reforms required to national UXO arrangements:

It is recommended that UNDP support GoL to develop and implement the following high priority actions:

- Revise and update the National Standards in accordance with IMAS.
- Revise and update the national decrees relating to the establishment and operation of NRA, in order to clarify and strengthen the legal mandate and regulatory powers of NRA, including at the provincial level.
- Develop, resource and implement a comprehensive develop a comprehensive Capacity Building Plan for NRA, as per the core pillars of IMAS, and building on:
 - the capacity assessment undertaken by NPA for NRA with DFID funding in 2019; and
 - the Capacity Development Strategy developed for both NRA and UXO-Lao by UNDP in 2014, using the UNDP Rapid Capacity Assessment methodology, much of which is still valid and unimplemented (Durham Dec 2014).

- *Develop, resource and implement a new (post 2020) comprehensive, programmatic, well-resourced national Victim Assistance Strategy and Action Plan, which integrates and coordinates all VA-related initiatives in Lao PDR, which is centrally coordinated by the National Commission for Disabled People (rather than by NRA), which is integrated with broader national, non-UXO disability programs, consistent with the Convention on the Rights of People with Disabilities and relevant provisions of the CCM, and as already required by Safety Path Forward II.*
- *Implement the technical and tactical actions identified in Recommendation 9 and described in Annex 13.*

Recommendation 18 - Key time horizons moving forward:

It is recommended that UNDP Lao CO work with GoL to:

- *Recognize that there are two key time horizons moving forward:*
 - *Next 10 years to 2030 SDG targets (also end of SPF 3) – during which time major donor support for UXO in Lao PDR may well continue (but is not guaranteed).*
 - *Post 2030 whereafter, irrespective of moral arguments, donor support may drop-off and Lao PDR may need to consider strengthening national sustainability arrangements in place for UXO action (also affected by LDC graduation 2024).*
- *Move forward from the current rhetoric about the need for ongoing donor support for “hundreds of years” (to which development partners “close off”), and start establishing and articulating – in SPF 3 - clear, evidence-based national priorities and target dates for UXO action, based on socioeconomic development objectives.*
- *Start laying the foundations – in SPF 3 - for national self-reliance and sustainability on UXO issues, in terms of resourcing, governance and institutional and technical capacity, and including mainstreaming the UXO issue into all sectors.*
- *Towards this end the next SPF (no. 3) could be re-titled something along the lines of:*

Meeting the UXO Challenge to 2030:

A Safe – Self-reliant – Sustainable Path Forward

(the “3S Path to 2030” or “3S Roadmap to 2030”)

Recommendation 19 - Revision & update of key national strategies & plans:

For the post-2020 forward planning period, it is recommended that UNDP Lao CO work with GoL to:

- *Use the existing indicators and targets under SDG 18 and SPF as the basis for a supporting results and resources framework, rather than developing a new and different framework.*
- *Put more effort and resources into actually implementing and achieving what is already in the existing strategies and plans, with minor refinements and updates for the forthcoming period, and avoid expending too much effort and resources on writing whole new plans.*
- *Put more effort into developing a Resource Mobilization Strategy to implement the strategies and plans, as outlined in Recommendation 14, than into writing more strategies and plans.*

ANNEX 1: Lao PDR Sustainable Development Goal 18

SDG18: *Remove the UXO obstacle to national development*



Background

Laos was subject to intensive aerial bombardment during the Indochina War (1964-1973). More than 580,000 sorties dropped around two million tons of bombs on the territory of the Lao PDR. These were mostly cluster munitions that the Lao people call ‘bombies’. An estimated 270 million bombs of this kind was dropped with a third failing to explode. It is assessed that cluster munitions had up to a 30% failure rate resulting in up to 80 million unexploded ‘bombies’. More than 50,000 casualties are reported and the extensive contamination with unexploded ordnance (UXO) continues to cause deadly accidents and leave many people with permanent disabilities. In addition, a lack of confidence in the safety of land can impede the productivity, and therefore the income, of rural farmers and their families; this in turn reduces opportunities to strengthen and create livelihoods. UXO contamination in areas of existing or planned development, agricultural land and infrastructure (such as road, schools, hospitals, medical/public health, water points, religious/cultural sites, markets, recreational areas, rice field, garden, etc.) presents a hazard for those particularly at-risk local communities; there are differing implications of accidents according to gender, age, social status, education and other factors. UXO clearance is expected to become increasingly important as the continuing development of Lao PDR leads to intensified and expanded land use. As the full extent of contamination is currently unknown, the Government of Lao PDR plans to undertake a full survey of contamination by 2021. This will enable efficient planning to end the threat that UXO poses to human security and livelihoods in the country, thereby removing the obstacle to national development. In 2010, the Government of Lao PDR launched MDG9 to reduce the impact of UXO in the Lao PDR in accordance with the National Strategic Plan for the UXO sector “The Safe Path Forward II”. Given special prominence to the UXO issues in Lao PDR and with the strong aspiration, the Government of Lao PDR continues to address the UXO issues by adopting its national SDG to remove completely all the known

UXO remains on the Lao PDR territory. It should be noted that this can only be achieved by Lao PDR with the support of Development Partners.

Facts and Figures

- More than 50,000 casualties have been caused by UXO in Lao PDR; as recently as 2015, 42 casualties were caused by UXO accidents;
- More than half of casualties in recent years have been children, predominantly boys;
- The national authorities in Lao PDR have recorded the needs of 8,918 survivors of UXO accidents;
- The districts with the highest estimated UXO contamination are disproportionately among the poorest districts in the country;
- From 1996 until July 2016, more than 60,000 ha of land has been cleared: more than 40,000 ha for agriculture, and 20,000 ha for other development purposes. Over 1,7 million items of UXO have been destroyed: 7,500 items were big size bombs, over 800,000 cluster munitions, over 7,000 land mines and over 900,000 items were of other varieties of shells.
- More than 130,000 items of Unexploded Ordnance were found and destroyed as recently as 2015, with the majority of those being cluster munitions;
- Lao PDR is a leading advocate for the Convention on Cluster Munitions (CCM), and a State Party to the Convention on the Rights of People with Disabilities (CRPD);
- Under the new "Evidence based Survey and Clearance" concept of operations, the UXO Sector has seen an improvement in productivity and efficiency of UXO clearance operations by an increase of 'bombies' destroyed per hectare from 5 items in 2014 to 22 items in 2015.

Targets	Indicators
18.1: By 2030, ensure that annual casualties from UXO accidents are eliminated to the extent possible	18.1.1 Number of reported UXO casualties (disaggregated by age group and sex); 18.1.2. Percentage of population in contaminated villages (disaggregated by age group, sex and persons with disabilities) with information on Confirmed Hazardous Areas in their village.
18.2: By 2030, ensure residual UXO activities undertaken and all known UXO contamination in high priority areas and all villages defined as 'poor' are cleared	18.2.1. Percentage of high priority hazardous areas remaining to be cleared (disaggregated by high priority villages). 18.2.2. Number of villages defined as 'poor' with Confirmed Hazardous Areas remaining to be cleared.
18.3: By 2030, ensure that all identified UXO survivors and victims have their needs met in health, and support is provided for livelihoods/ employment to most vulnerable survivors	18.3.1. Proportion of active age UXO survivors unable to earn sufficient income with access to basic income security 18.3.2. Percentage of UXO survivors and victims mainstreamed into health, education and employment services.

ANNEX 2: Consultant Code of Conduct Forms

A.2.1 Consultant Code of Conduct Form - Raaymakers

Evaluators:

1. Must present information that is complete and fair in its assessment of strengths and weaknesses so that decisions or actions taken are well founded.
2. Must disclose the full set of evaluation findings along with information on their limitations and have this accessible to all affected by the evaluation with expressed legal rights to receive results.
3. Should protect the anonymity and confidentiality of individual informants. They should provide maximum notice, minimize demands on time, and respect people's right not to engage. Evaluators must respect people's right to provide information in confidence, and must ensure that sensitive information cannot be traced to its source. Evaluators are not expected to evaluate individuals, and must balance an evaluation of management functions with this general principle.
4. Sometimes uncover evidence of wrongdoing while conducting evaluations. Such cases must be reported discreetly to the appropriate investigative body. Evaluators should consult with other relevant oversight entities when there is any doubt about if and how issues should be reported.
5. Should be sensitive to beliefs, manners and customs and act with integrity and honesty in their relations with all stakeholders. In line with the UN Universal Declaration of Human Rights, evaluators must be sensitive to and address issues of discrimination and gender equality. They should avoid offending the dignity and self-respect of those persons with whom they come in contact in the course of the evaluation. Knowing that evaluation might negatively affect the interests of some stakeholders, evaluators should conduct the evaluation and communicate its purpose and results in a way that clearly respects the stakeholders' dignity and self-worth.
6. Are responsible for their performance and their product(s). They are responsible for the clear, accurate and fair written and/or oral presentation of study imitations, findings and recommendations.
7. Should reflect sound accounting procedures and be prudent in using the resources of the evaluation.

Evaluation Consultant Agreement Form¹

Agreement to abide by the Code of Conduct for Evaluation in the UN System

Name of Consultant: Steve Raaymakers

Name of Consultancy Organization (where relevant): EcoStrategic Consultants

I confirm that I have received and understood and will abide by the United Nations Code of Conduct for Evaluation.

Signed at *Cairns, Australia* on *10 November 2019*

Signature:



¹www.unevaluation.org/unegcodeofconduct

A.2.2 Consultant Code of Conduct Form - Phakdisoth

Evaluators:

1. Must present information that is complete and fair in its assessment of strengths and weaknesses so that decisions or actions taken are well founded.
2. Must disclose the full set of evaluation findings along with information on their limitations and have this accessible to all affected by the evaluation with expressed legal rights to receive results.
3. Should protect the anonymity and confidentiality of individual informants. They should provide maximum notice, minimize demands on time, and respect people's right not to engage. Evaluators must respect people's right to provide information in confidence, and must ensure that sensitive information cannot be traced to its source. Evaluators are not expected to evaluate individuals, and must balance an evaluation of management functions with this general principle.
4. Sometimes uncover evidence of wrongdoing while conducting evaluations. Such cases must be reported discreetly to the appropriate investigative body. Evaluators should consult with other relevant oversight entities when there is any doubt about if and how issues should be reported.
5. Should be sensitive to beliefs, manners and customs and act with integrity and honesty in their relations with all stakeholders. In line with the UN Universal Declaration of Human Rights, evaluators must be sensitive to and address issues of discrimination and gender equality. They should avoid offending the dignity and self-respect of those persons with whom they come in contact in the course of the evaluation. Knowing that evaluation might negatively affect the interests of some stakeholders, evaluators should conduct the evaluation and communicate its purpose and results in a way that clearly respects the stakeholders' dignity and self-worth.
6. Are responsible for their performance and their product(s). They are responsible for the clear, accurate and fair written and/or oral presentation of study imitations, findings and recommendations.
7. Should reflect sound accounting procedures and be prudent in using the resources of the evaluation.

Evaluation Consultant Agreement Form²

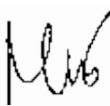
Agreement to abide by the Code of Conduct for Evaluation in the UN System

Name of Consultant: Latsany Phakdisoth

Name of Consultancy Organization (where relevant): N/a

I confirm that I have received and understood and will abide by the United Nations Code of Conduct for Evaluation.

Signed at *Vientiane* on *13 November 2019*

Signature: 

²www.unevaluation.org/unegcodeofconduct

ANNEX 3: Evaluation Questions

Where possible the EQs were emailed to stakeholders in advance of interviews to allow them to prepare. The EQs were used as a general guide only and the actual interviews were semi-structured and remained flexible to reflect the position of each stakeholder and their role in the UNDP Program. In many cases only a sub-set of the EQs were used, and interviews were allowed to follow alternative lines of enquiry depending how the stakeholder responded.

Parameter	Evaluation Question (EQ)
<u>Relevance:</u>	<ul style="list-style-type: none"> To what extent is the support to the UXO sector by the UNDP based on clearly identifiable development needs as outlined in the government's strategies, international obligations and others? Where is the UXO Sector coming from and where is it going? ^[1]_[SEP] What is UNDP's role? ^[1]_[SEP] During the evaluation period, what economic, social or political changes have taken place ^[1]_[SEP] that affected UNDP-supported UXO initiatives? How do these relate to the relevance of the ^[1]_[SEP]UXO sector to poverty eradication and economic development in Lao PDR? ^[1]_[SEP] What opportunities are there to better align the support to the changed context and the ^[1]_[SEP]needs of the beneficiaries? ^[1]_[SEP] How does UNDP's UXO work link to other development initiatives, implemented by the UN, ^[1]_[SEP]Other Development Partners, Civil Society Organisations, or government agencies? ^[1]_[SEP]
<u>Effectiveness:</u>	<ul style="list-style-type: none"> To what extent are the Outputs and Outcomes of the UXO sector, and the indicators used, successful in guiding the support to have maximum positive impact in human development terms? How might this be improved in future? ^[1]_[SEP] What factors are contributing to achieving or not achieving intended outcomes? To what extent are UNDP outputs and assistance contributing to outcomes? ^[1]_[SEP] How is the current UNDP funding mechanism, its objective, set-up and rules and procedures, effective in fulfilling the intended objectives and needs of the users? How is its effectiveness compared with that of other funding modalities? Including the use of a Trust Fund. ^[1]_[SEP] To what extent is the planning undertaken for support to the sector adequate to sustain and improve operations? ^[1]_[SEP] To what extent are the intended beneficiaries satisfied with the results? How well are gender considerations been • With specific reference to the UXO Lao Huaphan data issue – explore how this issues and its correction has strengthened UXO Lao? ^[1]_[SEP]
<u>Efficiency:</u>	<ul style="list-style-type: none"> To what extent is the response designed to maximize the efficiency of the UNDP's support to the UXO sector? ^[1]_[SEP] How cost-effective and time-efficient is the implementation by UNDP of their UXO sector activities and outputs in the evaluation period? What measures are being taken to ensure competitiveness? How efficient are the various modalities of UNDP support prove to be in the period? ^[1]_[SEP] To what extent are the planned funding and timeframe enough to achieve the intended ^[1]_[SEP]outcomes? What is the cost efficiency of UXO Lao clearance operations versus that of INGOs based on ^[1]_[SEP]cost of clearance per hectare? ^[1]_[SEP] How appropriate is the approach taken to organizing clearance activities in terms of ^[1]_[SEP]competitiveness? How could this be improved? ^[1]_[SEP]
<u>Partnerships & coordination:</u>	<ul style="list-style-type: none"> What is the role of the EU, US, Ireland, Luxembourg, NZ, Japan, Korea, Canada? And what is their long-term position in the sector? – towards SDG 18 2020. ^[1]_[SEP] How appropriate and effective is the UNDP partnership strategy? What factors are contributing to this effectiveness or ineffectiveness? ^[1]_[SEP]

Parameter	Evaluation Question (EQ)
	<ul style="list-style-type: none"> • How is policy dialogue being used to effectively influence government and development partners and support the outcomes? [SEP] • How efficient and effective are inputs from different partners coordinated in the UXO sector? [SEP] • How could the approach to policy dialogue be strengthened and made more impactful? [SEP]
<u>Sustainability:</u>	<ul style="list-style-type: none"> • How does the current support (UNDP and outside of UNDP) to the UXO sector reflect and balance national institutional capacity development and sustainability on national systems and structures? [SEP] • What can be done to maximise the likelihood of sustainable outcomes? [SEP] • To what extent is the Government of Lao PDR increasing its capacity and ownership of the UXO issue during the period in question? What impact has this had on external support? [SEP] • What is the transition plan for the Lao Government to take over the sector? (is there a plan?) [SEP] • In what ways were relevant social, environmental, resettlement and other safeguards taken into consideration during the evaluation period? [SEP] • To what extent will the benefits and outcomes continue should external donor funding ends? [SEP] • What is the role that UNDP should play moving forward with the UXO Sector? [SEP]
<u>Monitoring & Evaluation and Risk Management</u>	<ul style="list-style-type: none"> • To what extent is the Monitoring and Evaluation system generating credible information that can be used for program improvement, learning and accountability? [SEP] • To what extent did the results framework allow for relevant monitoring of progress and impact of interventions? How could this be improved, with reference to the findings regarding relevance? [SEP] • How accurate was the risk assessment undertaken? How effectively were the risks managed? [SEP] • How effective were the provisions for oversight of the work in the sector? [SEP] • Are there sound internal control systems in place, with the appropriate checks and balances in place? [SEP] • How is fiduciary accountability ensured?

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ANNEX 5: Country Mission Schedule

Day (2019)	Time	Meeting	Participants	Meeting Venue
Monday 18 Nov		International consultant's arrival.	<ul style="list-style-type: none"> Mr. Steve Raaymakers, International Evaluation Consultant. 	
Tuesday 19 Nov	8:15 - 10:45	Briefing with UNDP UXO team and UNDP Deputy Resident Representative (DRR).	<ul style="list-style-type: none"> Mr. Balasubramaniam Murali, UNDP Deputy Resident Representative. Mr. Justin Shone, UNDP Team Leader, Natural Resources Management, Climate Change, DRR & UXO. Mr. Mark Frankish, Chief Technical Advisor, UNDP-UXO. Mr. Phetsamone Southalack, Planning and Reporting Officer, UNDP-UXO. Ms. Rona Manaay, Finance Technical Specialist, UNDP-UXO. Ms. Joungwon Yun, Monitoring and Evaluation Specialist, UNDP-UXO. Ms. Lisa Byrne, Programme and Partnership Officer, UNDP-UXO. Ms. Amanda Shiel, Programme and Partnership Officer, UNDP-UXO. Mr. Steve Raaymakers, International Evaluation Consultant. Ms. Latsany Phakdisoth, National Evaluation Consultant. 	UN house
	11:00 - 12: 00	Interview with Director General, National Regulatory Authority (NRA).	<ul style="list-style-type: none"> Mr. Chomyaeng Phenthongsawat, NRA Director General. Ms. Khamnouta Homsombath, NRA Research Technician. Mr. Steve Raaymakers, International Evaluation Consultant. Ms. Latsany Phakdisoth, National Evaluation Consultant. 	NRA office
	13:00 - 14:30	Interview with UXO Lao Programme Director.	<ul style="list-style-type: none"> Mr. Bounphamith Somvichith, Programme Director. Mr. Wangthong Khamdala, Deputy Programme Director. Mr. Chanmy Keodara, Deputy Chief of Programme Office and Public Information. Mr. Kongkeo Saengoudomxay, Deputy Chief of Operations Units. Mr. Steve Raaymakers, International Evaluation Consultant. Ms. Latsany Phakdisoth, National Evaluation Consultant. 	UXO office
	15:00 - 16:00	Interview with KOICA.	<ul style="list-style-type: none"> Mr. Sangjun Kim, Deputy Resident Representative, KOICA. Mr. Steve Raaymakers, International Evaluation Consultant. Ms. Latsany Phakdisoth, National Evaluation Consultant. 	KOICA office
Wednesday 20 Nov	8:15 - 9:30	Interview with Director of UN Division, Dept. of International Cooperation (DIC), Ministry of Planning & Investment (MPI).	<ul style="list-style-type: none"> Mr. Morakot Vonxay, Director of UN Division, DIC/MPI. Ms. Luly Xayyavong, Technical Officer, DIC/MPI. Mr. Steve Raaymakers, International Evaluation Consultant. Ms. Latsany Phakdisoth, National Evaluation Consultant. 	DIC/MPI

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Day (2019)	Time	Meeting	Participants	Meeting Venue
	10:30 - 11:30	Interview with Lisa Byrne, Programme and Partnerships Support Officer, UNDP-UXO.	<ul style="list-style-type: none"> Ms. Lisa Byrne, Programme and Partnerships Support Officer, UNDP-UXO. Mr. Steve Raaymakers, International Evaluation Consultant. Ms. Latsany Phakdisoth, National Evaluation Consultant. 	UN house
	11:45 - 12:30	Brief discussion with UNDP Resident Representative (RR) and UXO Team Leader.	<ul style="list-style-type: none"> Ms. Ricarda Rieger, UNDP RR. Mr. Justin Shone, UNDP Team Leader, Natural Resources Management, Climate Change, DRR & UXO. Ms. Lisa Byrne, Programme and Partnerships Support Officer, UNDP-UXO. Mr. Steve Raaymakers, International Evaluation Consultant. Ms. Latsany Phakdisoth, National Evaluation Consultant. 	UN house
	13:00 - 14:30	Interview with Lao Army Unit 58 (Humanitarian UXO & Demining).	<ul style="list-style-type: none"> Leut. Col. Phonekeo Auladom, Head of Lao Army Unit 58 (Humanitarian UXO & Demining). Mr. Bounpheng Sisawath, NRA Deputy Director General. Mr. Phetsamay Kommasith, NRA-Army Liaison Officer. Mr. Steve Raaymakers, International Evaluation Consultant. Ms. Latsany Phakdisoth, National Evaluation Consultant. 	NRA office
	15:00 - 16:30	Brief discussion with UNDP-UXO Team Leader.	<ul style="list-style-type: none"> Mr. Justin Shone, UNDP Team Leader, Natural Resources Management, Climate Change, DRR & UXO. Mr. Steve Raaymakers, International Consultant. Ms. Latsany Phakdisoth, National Consultant. 	UN house
21 Nov Thursday	8:00 - 11:00	Travel to Bolikhamxay province.	<ul style="list-style-type: none"> Ms. Khamnouta Homsombath, NRA Research Technician. Mr. Phetsamay Kommasith, NRA-Army Liaison Officer. Mr. Steve Raaymakers, International Evaluation Consultant. Ms. Latsany Phakdisoth, National Evaluation Consultant. 	
	11:00 - 12:00	Interview with Bolikhamxay NRA coordinator and Deputy Head of Provincial LSW.	<ul style="list-style-type: none"> Mr. Khamhom Vonghalath, Head of Social Welfare Section, Bolikhamxay Regulatory Office. Ms. Phinthong Thammavongsa, Deputy General Director Bolikhamxay Department of Labor and Social Welfare. Mr. Steve Raaymakers, International Evaluation Consultant. Ms. Latsany Phakdisoth, National Evaluation Consultant. 	Bolikhamxay Province LSW Office
	13:00 - 17:00	Travel to Lak Sao (clearance site)	<ul style="list-style-type: none"> Ms. Khamnouta Homsombath, NRA Research Technician. Mr. Phetsamay Kommasith, NRA-Army Liaison Officer. Mr. Steve Raaymakers, International Evaluation Consultant. Ms. Latsany Phakdisoth, National Evaluation Consultant. 	Lak Sao

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Day (2019)	Time	Meeting	Participants	Meeting Venue
Friday 22 Nov	8:00 - 10:30	Observe field operation of Lao Army Unit 58.	<ul style="list-style-type: none"> • Lao Army Unit 58 team. • Ms. Khamnouta Homsombath, NRA Research Technician. • Mr. Phetsamay Kommasith, NRA-Army Liaison Officer. • Mr. Steve Raaymakers, International Evaluation Consultant. • Ms. Latsany Phakdisoth, National Evaluation Consultant. 	Phonpheng village, Lak Sao
	10:30 - 11:00	Meet villagers/ beneficiaries.	<ul style="list-style-type: none"> • Lao Army Unit 58 team. • Ms. Khamnouta Homsombath, NRA Research Technician • Mr. Phetsamay Kommasith, NRA-Army Liaison Officer. • Mr. Steve Raaymakers, International Evaluation Consultant. • Ms. Latsany Phakdisoth, National Evaluation Consultant. 	Phonpheng village, Lak Sao
	11:00 - 18:00	Travel from Lak Sao to VTE.	<ul style="list-style-type: none"> • Ms. Khamnouta Homsombath, NRA Research Technician. • Mr. Phetsamay Kommasith, NRA-Army Liaison Officer. • Mr. Steve Raaymakers, International Evaluation Consultant. • Ms. Latsany Phakdisoth, National Evaluation Consultant. 	
Saturday 23 Nov	15:45 - 16:30	Whatsapp interview with HALO Foundation.	<ul style="list-style-type: none"> • Mr. Paul Miller, Programme Manager Halo Foundation. • Mr. Steve Raaymakers, International Evaluation Consultant. • Ms. Latsany Phakdisoth, National Evaluation Consultant. 	That's Cafe
Sunday 24 Nov		Travel from Vientiane to Xiengkhuang.	<ul style="list-style-type: none"> • Mr. Kongkeo Saengoudomxay, Deputy Chief of Operations Units, UXO Lao. • Mr. Steve Raaymakers, International Evaluation Consultant. • Ms. Latsany Phakdisoth, National Evaluation Consultant. 	
Monday 25 Nov	8:30 - 10:15	Interview with Provincial Coordinator of UXO Lao Xiengkhuang.	<ul style="list-style-type: none"> • Mr. Kingphet Phimmavong, Xiengkhoung UXO Lao Provincial Coordinator. • Mr. Steve Raaymakers, International Evaluation Consultant. • Ms. Latsany Phakdisoth, National Evaluation Consultant. 	UXO-Lao Xiengkhuang office.
	10:30 - 12:00	Interview with Charlie McFarlane, NZ Operational Monitoring Technical Advisor (TA).	<ul style="list-style-type: none"> • Mr. Charlie McFarlane, NZ TA. • Mr. Steve Raaymakers, International Evaluation Consultant. • Ms. Latsany Phakdisoth, National Evaluation Consultant. 	UXO-Lao Xiengkhuang office.
	13:00 - 14:30	Interview with Director of Provincial Labour & Social Welfare (LSW) and Provincial NRA.	<ul style="list-style-type: none"> • Mr. Bounheuang Soulixay, Director General Xiengkhoung Provincial LSW. • Mr. Khanthidao Keomorakot, Provincial NR • Mr. Sengkeo Sisomboun, Technical Officer • Mr. Steve Raaymakers, International Evaluation Consultant. • Ms. Latsany Phakdisoth, National Evaluation Consultant. 	Xiengkhuang Provincial LSW office.

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Day (2019)	Time	Meeting	Participants	Meeting Venue
	15:00 - 15:30	Interview with Xiengkhoung Governor.	<ul style="list-style-type: none"> Mr. Bountone Chanthaphone, Governor of Xiengkhouang Province. Mr. Bounheuang Soulixay, General Director Xiengkhoung Provincial LSW. Mr. Steve Raaymakers, International Evaluation Consultant. Ms. Latsany Phakdisoth, National Evaluation Consultant. 	Xiengkhoung Provincial Administration Office.
	16:00 - 17:00	Interview with Quality of Life Association (QoLA).	<ul style="list-style-type: none"> Mr. Thourmy Silamphan, QoLA Executive Director. Mr. Steve Raaymakers, International Evaluation Consultant. Ms. Latsany Phakdisoth, National Evaluation Consultant. 	QLA office
Tuesday 26 Nov	8:00 - 17:00	Join UXO field operation of UXO Lao in Xiengkhuang. Activities included observe Technical Survey, Clearance and MRE and interview beneficiaries.	<ul style="list-style-type: none"> Mr. Kingphet Phimmavong, Xiengkhoung UXO Lao Provincial Coordinator. Mr. Kongkeo Saengoudomxay, Deputy Chief of Operations Unit, UXO Lao. Mr. Charlie McFarlane, NZ Operational Monitoring Technical Advisor. Mr. Steve Raaymakers, International Evaluation Consultant. Ms. Latsany Phakdisoth, National Evaluation Consultant. 	Xang village, Nafa village, and Yotgerm Village, Xiengkhoung.
Wednesday 27 Nov	8:30 - 16:00	Travel from Xiengkhuang to Huanphan.	<ul style="list-style-type: none"> Mr. Kongkeo Saengoudomxay, Deputy Chief of Operations Unit, UXO Lao. Mr. Steve Raaymakers, International Evaluation Consultant. Ms. Latsany Phakdisoth, National Evaluation Consultant. 	
	16:15 - 17:00	Interview with Huaphan UXO Provincial Coordinator.	<ul style="list-style-type: none"> Mr. Phonechanh Khamphanya, Huaphan UXO-Lao Provincial Coordinator Mr. Steve Raaymakers, International Evaluation Consultant. Ms. Latsany Phakdisoth, National Evaluation Consultant. 	UXO-Lao Huaphan office.
	17:00 - 17:45	Interview with Huaphan NRA provincial Coordinator.	<ul style="list-style-type: none"> Mr. Huangdaheuang, Head of HP NRA Office. Mr. Steve Raaymakers, International Evaluation Consultant. Ms. Latsany Phakdisoth, National Evaluation Consultant. 	UXO-Lao Huaphan office.
Thursday 28 Nov	8:30 - 09:30	Interview with Director of Provincial Labour & Social Welfare (LSW).	<ul style="list-style-type: none"> Mr. Chuler, Director General, Huaphan Provincial LSW. Mr. Steve Raaymakers, International Evaluation Consultant. Ms. Latsany Phakdisoth, National Evaluation Consultant. 	Huaphan Provincial LSW office
	09:45 - 11:30	Observe NTS and MRE activities in Samneua.	<ul style="list-style-type: none"> UXO Lao team. Mr. Kongkeo Saengoudomxay, Deputy Chief of Operations Unit, UXO Lao. Mr. Steve Raaymakers, International Evaluation Consultant. Ms. Latsany Phakdisoth, National Evaluation Consultant. 	Ong village, Huaphan province.
	13:30 - 14:30	Interview with Viengxay Vocational Training	<ul style="list-style-type: none"> Mr. Khinechay Phanyahan, Head of Administration Unit. 	Viengxay Vocational Training School

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Day (2019)	Time	Meeting	Participants	Meeting Venue
		School on VA assistance.	<ul style="list-style-type: none"> Ms. Sengson Sengthipmavong, Finance Officer. Mr. Steve Raaymakers, International Evaluation Consultant. Ms. Latsany Phakdisoth, National Evaluation Consultant. 	
	14:45 - 16:30	Observe area clearance and interview village head.	<ul style="list-style-type: none"> UXO Lao team. Mr. Steve Raaymakers, International Evaluation Consultant. Ms. Latsany Phakdisoth, National Evaluation Consultant. 	Chakian Village, HP Province
Friday 29 Nov	8:45 - 9:30	Interview villagers/beneficiaries.	<ul style="list-style-type: none"> Mr. Steve Raaymakers, International Evaluation Consultant. Ms. Latsany Phakdisoth, National Evaluation Consultant. 	Saleuy Village, HP province
	10:30 - 11:30	Interview with Humanity & Inclusion in Huamuang District, Huaphan Province.	<ul style="list-style-type: none"> Mr. Yvon Chevanton, Head of HI EOD team. Mr. Junaedi , HI UXO Program Field Coordinator Mr. Kongkeo Saengoudomxay, Deputy Chief of Operations Units, UXO Lao. Mr. Steve Raaymakers, International Evaluation Consultant. Ms. Latsany Phakdisoth, National Evaluation Consultant. 	HI field office
	12:30 - 17:30	Travel back to Phonsavanh, Xiengkhoung.	<ul style="list-style-type: none"> Mr. Kongkeo Saengoudomxay, Deputy Chief of Operations Units, UXO Lao. Mr. Steve Raaymakers, International Evaluation Consultant. Ms. Latsany Phakdisoth, National Evaluation Consultant. 	
Saturday 30 Nov	Morning	Mission recap and work on project result framework.	<ul style="list-style-type: none"> Mr. Steve Raaymakers, International Evaluation Consultant. Ms. Latsany Phakdisoth, National Evaluation Consultant. 	KhaneLao Hotel
	Afternoon	Travel back to Vientiane.	<ul style="list-style-type: none"> Mr. Kongkeo Saengoudomxay, Deputy Chief of Operations Unit, UXO Lao. Mr. Steve Raaymakers, International Evaluation Consultant. Ms. Latsany Phakdisoth, National Evaluation Consultant. 	
Sunday 01 Dec	Break			
Monday 02 Dec Public holiday	10:30 - 12:30	Interview with Mark Frankish, Chief Technical Advisor, UNDP-UXO.	<ul style="list-style-type: none"> Mr. Mark Frankish, Chief Technical Advisor, UNDP-UXO. Mr. Steve Raaymakers, International Evaluation Consultant. Ms. Latsany Phakdisoth, National Evaluation Consultant. 	UN House
	13:00 - 15:00	Interview with Justin Shone, UNDP Team Leader - Natural Resources Management, Climate Change, DRR & UXO.	<ul style="list-style-type: none"> Mr. Justin Shone, UNDP Team Leader - Natural Resources Management, Climate Change, DRR & UXO. Mr. Steve Raaymakers, International Evaluation Consultant. Ms. Latsany Phakdisoth, National Evaluation Consultant. 	UN House

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Day (2019)	Time	Meeting	Participants	Meeting Venue
Tuesday 03 Dec	8:30 - 9:30	Interview with Mines Action Group (MAG).	<ul style="list-style-type: none"> Mr. Bill Marsden, Country Director, MAG. Mr. Steve Raaymakers, International Evaluation Consultant. Ms. Latsany Phakdisoth, National Evaluation Consultant. 	MAG office
	10:00 - 11:30	Interview with UN Resident Coordinator.	<ul style="list-style-type: none"> Ms. Sara Sekkenes, UN Resident Coordinator. Mr. Steve Raaymakers, International Evaluation Consultant. Ms. Latsany Phakdisoth, National Evaluation Consultant. 	UN House
	13:00 - 14:30	Interview with Norwegian People's Aid (NPA).	<ul style="list-style-type: none"> Mr. Aubrey Miles, NPA Country Director. Ms. Katherine Harrison, NPA Senior Policy and Research Advisor. Mr. Ulric Eriksson, NPA Ops Manager. Ms. Magda Ejami, NPA Finance Advisor. Mr. Steve Raaymakers, International Evaluation Consultant. Ms. Latsany Phakdisoth, National Evaluation Consultant. 	NPA Office
	15:00 - 16:30	Interview with Tetra Tech (TT).	<ul style="list-style-type: none"> Mr. Hugh Hosman, TT Information Management Technical Advisor. Mr. Steve Raaymakers, International Evaluation Consultant. Ms. Latsany Phakdisoth, National Evaluation Consultant. 	UXO Lao Office
	17:00 - 18:00	Interview with Amanda Shiel, Programme and Partnership Supports Officer, UNDP-UXO.	<ul style="list-style-type: none"> Ms. Amanda Shiel, Programme and Partnership Officer, UNDP-UXO. Mr. Steve Raaymakers, International Evaluation Consultant. Ms. Latsany Phakdisoth, National Evaluation Consultant. 	UN House
Wednesday 04 Dec	8:30 - 9:30	Interview with New Zealand Embassy via skype.	<ul style="list-style-type: none"> Ms. Kesaya Baba, NZ MFAT Development Programme Coordinator Mr. Elliott Kirton, NZ MFAT Acting First Secretary Development Mr. Steve Raaymakers, International Evaluation Consultant. Ms. Latsany Phakdisoth, National Evaluation Consultant. 	That's Cafe
	10:30 - 12:00	Interview with US UXO Advisor.	<ul style="list-style-type: none"> Mr. Olivier Bauduin, US UXO Advisor. Mr. Steve Raaymakers, International Evaluation Consultant. Ms. Latsany Phakdisoth, National Evaluation Consultant. 	That's Cafe
	14:00 - 15:00	Interview with Department of International Organizations, Lao PDR Ministry of Foreign Affairs (MoFA).	<ul style="list-style-type: none"> Mr. Maythong Thammavongsa, Director General, MoFA. Ms. Moukdavanh Sisoulith, Director of Division, MoFA. Ms. Venephet Philathong, Technical Officer, MoFA. Mr. Steve Raaymakers, International Evaluation Consultant. Ms. Latsany Phakdisoth, National Evaluation Consultant. 	MoFA
	15:30 - 18:30	Review of UNDP UXO Program Results Framework with UNDP	<ul style="list-style-type: none"> Mr. Balasubramaniam Murali, UNDP Deputy Resident Representative. 	UN house

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Day (2019)	Time	Meeting	Participants	Meeting Venue
		UXO team.	<ul style="list-style-type: none"> Mr. Justin Shone, UNDP Team Leader, Natural Resources Management, Climate Change, DRR & UXO. Mr. Mark Frankish, Chief Technical Advisor, UNDP-UXO. Mr. Phetsamone Southalack, Planning and Reporting Officer, UNDP-UXO. Ms. Rona Manaay, Finance Technical Specialist, UNDP-UXO. Ms. Joungwon Yun, Monitoring and Evaluation Specialist. Ms. Lisa Byrne, Programme and Partnership Officer, UNDP-UXO. Ms. Amanda Shiel, Programme and Partnership Officer, UNDP-UXO. Mr. Steve Raaymakers, International Evaluation Consultant. Ms. Latsany Phakdisoth, National Evaluation Consultant. 	
Thursday 05 Dec	8:30 - 09:30	Interview with Director of International Cooperation Division, Department of Planning and Cooperation, Lao PDR Ministry of Labour and Social Welfare.	<ul style="list-style-type: none"> Ms. Bounta Sypaseuth Director of International Cooperation Division. Mr. Steve Raaymakers, International Evaluation Consultant. Ms. Latsany Phakdisoth, National Evaluation Consultant. 	At MLSW, 4 th Floor
	10:00 - 11:30	Interview with Phetsamone, Planning and Reporting Officer, UNDP-UXO.	<ul style="list-style-type: none"> Mr. Phetsamone Southalack, Planning and Reporting Officer, UNDP-UXO. Mr. Steve Raaymakers, International Evaluation Consultant. Ms. Latsany Phakdisoth, National Evaluation Consultant. 	UN House
	13:30 - 14:30	Meeting with Delegation of the European Union to Lao PDR.	<ul style="list-style-type: none"> Mr. Ignacio Oliver-Cruz, Attaché (Cooperation). Mr. Steve Raaymakers, International Evaluation Consultant. Ms. Latsany Phakdisoth, National Evaluation Consultant. 	EU Office
	15:00 - 16:00	Interview with Joungwon Yun, International UNV Specialist, UNDP-UXO.	<ul style="list-style-type: none"> Ms. Joungwon Yun, Monitoring and Evaluation Specialist, UNDP-UXO. Mr. Steve Raaymakers, International Evaluation Consultant. Ms. Latsany Phakdisoth, National Evaluation Consultant. 	UN House
Friday 06 Dec	11:30 - 12:30	Interview with Australia embassy.	<ul style="list-style-type: none"> Mr. Katie Smith, First Secretary (Education and Governance), Aus Embassy. Ms. Kayhoun Khounvisith, Program Manager (Education), Aus Embassy. Mr. Steve Raaymakers, International Evaluation Consultant. Ms. Latsany Phakdisoth, National Evaluation Consultant. 	Australian Embassy
	13:30 - 14:30	Interview with Rona, Finance Technical Specialist, UNDP-UXO.	<ul style="list-style-type: none"> Ms. Rona Manaay, Finance Technical Specialist, UNDP-UXO. Mr. Steve Raaymakers, International Evaluation Consultant. Ms. Latsany Phakdisoth, National Evaluation Consultant. 	UN House
	16:00 – 16:45	Interview Soukpalinya Douangmala, Programme Associate, UNDP-UXO.	<ul style="list-style-type: none"> Ms. Soukpalinya Douangmala, Programme Associate, UNDP-UXO. Mr. Steve Raaymakers, International 	UN House

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Day (2019)	Time	Meeting	Participants	Meeting Venue
			<ul style="list-style-type: none"> Evaluation Consultant. Ms. Latsany Phakdisoth, National Evaluation Consultant. 	
Sunday 08 Dec	10:00 - 17:00	Mission recap, discussion on preliminary findings.	<ul style="list-style-type: none"> Mr. Steve Raaymakers, International Evaluation Consultant. Ms. Latsany Phakdisoth, National Evaluation Consultant. 	Expresso Mixay
Monday 09 Dec	10:00 - 11:30	Interview with UNDP DRR.	<ul style="list-style-type: none"> Mr. Balasubramaniam Murali, UNDP Deputy Resident Representative Mr. Steve Raaymakers, International Evaluation Consultant. Ms. Latsany Phakdisoth, National Evaluation Consultant. 	UN House
	13:00 - 14:00	Interview with Humanity Inclusive (HI)	<ul style="list-style-type: none"> Mr. Julien Kempeneers, HI Humanitarian Mine Action. Mr. Steve Raaymakers, International Evaluation Consultant. Ms. Latsany Phakdisoth, National Evaluation Consultant. 	HI office
Tuesday 10 Dec	8:30 - 12:00	Attend NPA/NRA capacity building meeting.	<ul style="list-style-type: none"> Mr. Steve Raaymakers, International Evaluation Consultant. Ms. Latsany Phakdisoth, National Evaluation Consultant. 	Crowne plaza Vientiane
	13:00 - 14:00	Interview with World Education (WE)	<ul style="list-style-type: none"> Ms. Sarah Bruinooge, WE Country Director. Mr. Steve Raaymakers, International Evaluation Consultant. Ms. Latsany Phakdisoth, National Evaluation Consultant. 	WE office
	14:15 - 15:30	Interview with Grand Duchy of Luxembourg Embassy	<ul style="list-style-type: none"> Mr. Nicolas Tasch, Attaché. Mr. Steve Raaymakers, International Evaluation Consultant. Ms. Latsany Phakdisoth, National Evaluation Consultant. 	Lux Embassy
Wednesday 11 Dec	09:00 - 15:30	Work on preliminary findings and PPT presentation	<ul style="list-style-type: none"> Mr. Steve Raaymakers, International Consultant Ms. Latsany Phakdisoth, National Consultant 	UN House
	16:00 - 18:30	Present Preliminary Findings to UNDP	<ul style="list-style-type: none"> Ms. Ricarda Rieger, UNDP Resident Representative. Mr. Balasubramaniam Murali, UNDP Deputy Resident Representative. Mr. Justin Shone, UNDP Team Leader, Natural Resources Management, Climate Change, DRR & UXO Mr. Mark Frankish, Chief Technical Advisor, UNDP-UXO. Mr. Phetsamone Southalack, Planning and Reporting Officer, UNDP-UXO. Ms. Rona Manaay, Finance Technical Specialist, UNDP-UXO. Ms. Joungwon Yun, Monitoring and Evaluation Specialist, UNDP-UXO. Ms. Lisa Byrne, Programme and Partnership Officer, UNDP-UXO. Ms. Amanda Shiel, Programme and Partnership Officer, UNDP-UXO. Mr. Steve Raaymakers, International Evaluation Consultant. 	UN House

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Day (2019)	Time	Meeting	Participants	Meeting Venue
			<ul style="list-style-type: none"> Ms. Latsany Phakdisoth, National Evaluation Consultant. 	
Thursday 12 Dec	08:30 - 09:20	Join UNDP RR meeting with Geneva International Center for Humanitarian Demining (GICHD).	<ul style="list-style-type: none"> Ms. Ricarda Rieger, UNDP Resident Representative. Ms. Asa Massleberg, Advisor, Strategic Management, GICHD. Mr. Steve Raaymakers, International Evaluation Consultant. Ms. Latsany Phakdisoth, National Evaluation Consultant. 	UN House
	9:30 - 11:30	Work with UNDP UXO team on preliminary findings presentation	<ul style="list-style-type: none"> Mr. Justin Shone, UNDP Team Leader, Natural Resources Management, Climate Change, DRR & UXO Mr. Mark Frankish, Chief Technical Advisor, UNDP-UXO. Ms. Lisa Byrne, Programme and Partnership Officer, UNDP-UXO. Ms. Amanda Shiel, Programme and Partnership Officer, UNDP-UXO. Mr. Steve Raaymakers, International Evaluation Consultant. Ms. Latsany Phakdisoth, National Evaluation Consultant. 	UN House
	16:30 - 17:30	Whatsapp meeting with Ireland Embassy, Hanoi.	<ul style="list-style-type: none"> Ms. Elisa Cavacece, Deputy Head of Development, Ireland Embassy, Hanoi. Mr. Steve Raaymakers, International Consultant Ms. Latsany Phakdisoth, National Consultant 	UN House
Friday 13 Dec	10:00 - 12:00	Preliminary findings presentation to Government Partners	<ul style="list-style-type: none"> Mr. Chomyaeng Phenthongsawat, General Director, NRA. Ms. Chithavone Philavanh, Research Officer, NRA. Mr. Bounphamith Somvichith, Programme Director, UXO Lao. Leut. Col. Phonekeo Auladom, Head of Lao Army Unit 58 (Humanitarian UXO & Demining). Ms. Luly Xayyavong, Technical Officer, DIC/MPI. Ms. Venephet Philathong, Technical Officer, DIO/MoFA. MLSW Mr. Balasubramaniam Murali, UNDP Deputy Resident Representative. Mr. Justin Shone, UNDP Team Leader, Natural Resources Management, Climate Change, DRR & UXO. Mr. Mark Frankish, Chief Technical Advisor, UNDP-UXO. Mr. Phetsamone Southalack, Planning and Reporting Officer, UNDP-UXO. Ms. Soukpalinya Douangmala, Programme Associate, UNDP-UXO. Mr. Steve Raaymakers, International Evaluation Consultant. Ms. Latsany Phakdisoth, National Evaluation Consultant. 	UN House
	13:30 - 15: 30	Preliminary findings presentation to Donors and INGOs	<ul style="list-style-type: none"> Mr. Balasubramaniam Murali, UNDP Deputy Resident Representative. Mr. Justin Shone, UNDP Team Leader, Natural Resources Management, Climate Change, DRR & UXO. 	UN House

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Day (2019)	Time	Meeting	Participants	Meeting Venue
			<ul style="list-style-type: none"> ● Mr. Mark Frankish, Chief Technical Advisor, UNDP-UXO. ● Mr. Phetsamone Southalack, Planning and Reporting Officer, UNDP-UXO. ● Ms. Lisa Byrne, Programme and Partnership Officer, UNDP-UXO. ● Ms. Soukpalinya Douangmala, Programme Associate, UNDP-UXO. ● Ms. Souphalack Bounpadith, Head of Programme Support Unit, UNDP. ● Mr. Olivier Bauduin, US UXO Advisor. ● Mr. Tim Edwards, Head of Officer, Embassy of Canada. ● Ms. Katherine Harrison, NPA Senior Policy and Research Advisor. ● KOICA ● EU ● Mr. Steve Raaymakers, International Consultant ● Ms. Latsany Phakdisoth, National Consultant 	
	15:30 - 16:00	Mission wrap-up with UNDP DRR and UXO Team Leader	<ul style="list-style-type: none"> ● Mr. Balasubramaniam Murali, UNDP Deputy Resident Representative ● Mr. Justin Shone, UNDP Team Leader, Natural Resources Management, Climate Change, DRR & UXO ● Mr. Steve Raaymakers, International Evaluation Consultant. ● Ms. Latsany Phakdisoth, National Evaluation Consultant. 	UN House
Saturday 14 Dec	Afternoon	International consultant's departure	<ul style="list-style-type: none"> ● Mr. Steve Raaymakers, International Evaluation Consultant 	

ANNEX 6: List of Stakeholders Interviewed

	Full Name	Position	Organization
Government – central level			
	Mr. Chomyaeng Phenthongsawat	General Director	National Regulatory Authority
	Mr. Bounpheng Sisawath	Deputy General Director	National Regulatory Authority
	Ms. Khamnouta Homsombath	Research Technician	National Regulatory Authority
	Mr. Phonekeo Auladom	Head of Humanitarian UXO Demining of Army 58	Lao Army
	Mr. Phetsamay Kommasith	NRA-Army Liaison Officer	Lao Army
	Mr. Bounphamith Somvichith	National Programme Director	Lao National UXO Programme (UXO Lao)
	Mr. Wangthong Khamdala	Deputy Programme Director	Lao National UXO Programme (UXO Lao)
	Mr. Chanmy Keodara	Deputy Chief of Programme Office and Public Information	Lao National UXO Programme (UXO Lao)
	Mr. Kongkeo Saengoudomxay	Deputy Chief of Operations Units	Lao National UXO Programme (UXO Lao)
	Mr. Morakot Vonxay	Director of UN Division	Department of International Cooperation, Ministry of Planning and Investment
	Ms. Luly Xayyavong	Technical Officer	UN Division, Department of International Cooperation, Ministry of Planning and Investment
	Mr. Maythong Thammavongsa	Director General	International Organization Department, Ministry of Foreign Affairs
	Ms. Moukdavanh Sisoulith	Director of Division	UN Political and Security Affairs Division, International Organization Department, Ministry of Foreign Affairs
	Ms. Venephet Philathong	Technical Office	UN Political and Security Affairs Division, International Organization Department, Ministry of Foreign Affairs
	Ms. Bounta Sypaseuth	Director of International Cooperation Division	Planning and Cooperation Department, Ministry of Labour and Social Welfare
Government – Provincial level			
	Mr. Bountone Chanthaphone	Governor of Xieng Khouang Province	Xiengkhoung Provincial Administration Office
	Mr. Kingphet Phimmavong	UXO Provincial Coordinator	UXO Lao - Xiengkhoung
	Mr. Bounheuang Soulixay	General Director	Xiengkhoung Department of Labor and Social Welfare
	Mr. Khanthidao Keomorakot	Xiengkhoung Regulatory Office Coordinator	Xiengkhoung Regulatory Office, Department of Labor and Social Welfare
	Mr. Sengkeo Sisomboun	Technical Officer	Xiengkhoung Regulatory Office, Department of Labor and Social Welfare
	Mr. Khamhom Vonghalath	Head of Social Welfare Section	Bolikhamxay Regulatory Office, Department of Labor and Social Welfare
	Ms. Phinthong Thammavongsa	Deputy General Director	Bolikhamxay Department of Labor and Social Welfare
	Mr. Vixay Sisamot	Deputy District Governor	Khamkeut District Administration Office, Bolikhamxay province
	Mr. Chuler	Director General	Huaphanh Department of Labor and Social Welfare
	Mr. Phonechanh Khamphanya	Huaphan Provincial Coordinator	UXO-Lao Huanphan Province
	Mr. Huangdaheuang	Head of Office	Huaphanh Provincial Regulatory Office
Development partners			
	Ms. Sara Sekkenes	Resident Coordinator	UN Lao PDR
	Ms. Ricarda Rieger	Resident Representative	UNDP Lao PDR
	Mr. Balasubramaniam Murali	Deputy Resident Representative	UNDP Lao PDR
	Mr. Justin Shone	Team Leader - Natural Resources Management, Climate Change, DRR & UXO	UNDP Lao PDR
	Mr. Mark Frankish	Chief Technical Advisor	UNDP Lao PDR
	Mr. Phetsamone Southalack	Planning and Reporting Officer	UNDP Lao PDR
	Ms. Rona Manaay	Finance Technical Specialist	UNDP Lao PDR

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	Full Name	Position	Organization
	Ms. Lisa Byrne	Programme and Partnership Officer	UNDP Lao PDR
	Ms. Amanda Shiel	Programme and Partnership Officer	UNDP Lao PDR
	Ms. Joungwon Yun	Monitoring and Evaluation Specialist	UNDP Lao PDR
	Ms. Soukpalinya Douangmala	Programme Associate	UNDP Lao PDR
	Mr. Sangjun Kim	Deputy Resident Representative	Korea International Cooperation Agency
	Mr. Ignacio Oliver-Cruz	Attaché (Cooperation)	Delegation of the European Union to Lao PDR
	Mr. Katie Smith	First Secretary (Education and Governance)	Australian Embassy
	Ms. Kayhoun Khounvisith	Program Manager (Education)	Australian Embassy
	Mr. Nicolas Tasch	Attaché	Grand Duchy of Luxembourg Embassy
	Ms. Kesaya Baba	Development Programme Coordinator	New Zealand Embassy, Thailand
	Mr. Elliott Kirton	Acting First Secretary Development	New Zealand Embassy, Thailand
	Ms. Elisa Cavacece	Deputy Head of Development	Ireland Embassy, Vietnam
	Mr. Olivier Bauduin as	UXO Program Advisor	U.S. Embassy
	Mr. Yvon Chevanton	Head of EOD team	Humanity Inclusion
	Mr. Junaedi	UXO Program Field Coordinator	Humanity Inclusion
	Mr. Julien Kempeneers	Humanitarian Mine Action	Humanity Inclusion
	Mr. Aubrey Miles Sutherland	Country Director	Norwegian People's Aid
	Ms. Katherine Harrison	Programme Coordinator	Norwegian People's Aid
	Mr. Ulric Eriksson	Operations Manager	Norwegian People's Aid
	Ms. Magda Ejami	Finance Advisor	Norwegian People's Aid
	Mr. Paul Miller	Programme Manager	Halo Trust
	Mr. Bill Marsden	Country Director	MAG Lao PDR
	Ms. Sarah Bruinooge	Country Director	World Education
Others			
	Mr. Charlie McFarlane	Operational Monitoring Technical Advisor	Quality Solutions International Limited
	Mr. Hugh Hosman	Information Management Technical Advisor	Tetra Tech
	Mr. Khinechay Phanyahan	Head of Administration Unit	Vanxay Technical and Vocational Training School
	Mr. Sengson Sengthipmavong	Finance Officer	Vanxay Technical and Vocational Training School
	Mr. Thoumy Silamphan	Executive Director	Quality of Life Association (QLA)

ANNEX 7: Lao PDR UXO Stakeholder Matrix

1. Multi-lateral, inter-governmental organizations

Organization	Function & role in Lao UXO sector	Physical Address	Provinces in Lao where active	Key Contact
United National Development Programme (UNDP) www.undp.org	<ul style="list-style-type: none"> Originally (1996) assisted GoL to establish UXO Lao together with UNICEF and other stakeholders. Seeks and secures donor funds to support UXO actions in Lao PDR (currently mainly on an ad hoc opportunistic basis in response to donor interest – need to shift to a proactive, programmatic resource mobilization strategy). Manages some donor funds to build capacity and provide other support to NRA and UXO Lao – currently through the UNDP Lao UXO program 2017-2021 (currently circa US\$12-15M). Places technical advisory and support personnel in NRA and UXO Lao (funded by donors). Co-chairs UXO Sector Working Group. 	UN House Lane Xang Avenue PO Box 345 Vientiane, Lao PDR	<p>Nation wide.</p> <p>Current donor activities are focused on four provinces only:</p> <ul style="list-style-type: none"> Attepue Bolikhamxai Huaphan Xieng Khuang 	Ms. Ricarda Rieger Resident Representative UNDP Lao PDR ricarda.rieger@undp.org
United Nations Mine Action Service (UNMAS) https://unmas.org/en	<ul style="list-style-type: none"> None at present. Could play role in strengthening technical capacity of NRA, UXO Lao and Army Unit 58, through UNDP program. 	UN Headquarters in New York. One United Nations Plaza, New York, NY 10017, USA	None current	Mr. Paul Heslop Chief, Programme Planning & Management heslop@un.org
United Nations Children's Fund (UNICEF) https://www.unicef.org/	<ul style="list-style-type: none"> None at present. Has historically assisted development and implementation of Mine Risk Education (MRE), with focus on children. 	P.O. Box 1080 KM3 Thadeua Rd Sistanak District Vientiane, Lao PDR	None current	Vientiane@unicef.org
World Health Organization (WHO) www.who.int	<ul style="list-style-type: none"> None at present. Could play a role in assisting development and implementation of National Victim Assistance (VA) Strategy & Action Plan. 	125 Saphanthong Rd, Unit 5 Ban Saphangthongtai Sisattanak District Vientiane, Lao PDR	None current	who.lao@wpro.who.int
Food and Agriculture Organization of United Nations (FAO) www.fao.org	<ul style="list-style-type: none"> None at present. Could play a role in assisting development and implementation of National Post-Clearance Livelihoods Development Strategy & Action Plan. 	143 Phone-Xay Rd Ban Phonxay Saysettha District Vientiane, Lao PDR	None current	FAO-LA@fao.org
UN Women www.unwomen.org	<ul style="list-style-type: none"> Has assisted mainstreaming of gender issues into UXO sector through the development of the manual for trainers on gender mainstreaming in UXO sector in Lao PDR. Could continue to support UXO gender issues. 	UN House Lane Xang Avenue PO Box 345 Vientiane, Lao PDR	None current	Tel: +856 21 26 7718
Geneva International Center for Humanitarian Demining	<ul style="list-style-type: none"> Swiss-based INGO which amongst other roles acts as international secretariat for the UN-approved IMAS. 	Maison de la paix Chemin Eugène-Rigot 2C	None current	Mr. Valon Kumnova Chief, Mine Action

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Organization	Function & role in Lao UXO sector	Physical Address	Provinces in Lao where active	Key Contact
(GICHD) www.gichd.org	<ul style="list-style-type: none"> Currently engaged by UNDP to support NRA to develop next UXO ten-year strategy (2021 to 2030) (SPF 3). Could assist with a wide range of issues including: <ul style="list-style-type: none"> Updating National Standards in compliance with IMAS. Improving IM and IMSMA at NRA. 	P.O. Box 1300 1211 Geneva 1 Switzerland		Programmes v.kumnova@gichd.org
The ASEAN Regional Mine Action Center (ARMAC) https://aseanmineaction.org/	<ul style="list-style-type: none"> Assists interested ASEAN Member States (AMS) in research and knowledge sharing on the effects of ERW and efforts to address them, including through writing proposals for technical assistance projects and funding, at their specific and individual requests. 	#29, Street 115 Sangkat Veal Vong Khan 7 Makara Phnom Penh, Cambodia	None current	info@aseanmineaction.org

2. National Government

Organization	Function & role in Lao UXO sector	Physical Address	Provinces in Lao where active	Key Contact
Ministry of Foreign Affairs (MOFA) www.mofa.gov.la	<ul style="list-style-type: none"> Within MOFA the Department of International Organizations (DIO) acts as the focal point on reporting Lao PDR commitments in implementing the Convention on Cluster Munitions (CCM) to Meetings of States Parties (MSP) to the CCM. 	23 Singha Road Ban Phonesay Xaysetha District Vientiane, Lao PDR	Nation wide	Mr. Maythong Thammavongsa Director General, International Organization Department, maythong@gmail.com
Ministry of Labour and Social Welfare (MLSW) www.molsw.gov.la	<ul style="list-style-type: none"> Provides strategic oversight to UXO issue in Lao. Both NRA and UXO Lao are the equivalent of Departments within MLSW. Minister of LSW Chairs NRA and UXO Lao Boards and also the UNDP Lao UXO Program Board. 	Pangkham Rd Chanthabuly District Vientiane, Lao PDR	Nation wide	Ms. Bounta Sypaseuth, Director of International Cooperation Division. hbunta@yahoo.com
Ministry of Health (MOH) https://moh.gov.la/	<ul style="list-style-type: none"> The MoH Centre for Medical Rehabilitation (CMR) works with COPE (an INGO - see below) to ensure that people with physical disabilities have local, affordable access to a quality, nationally-managed rehabilitation service. 	Rue Simeuang Ban thatkhao Sisattanak District Vientiane, Lao PDR	Nation wide	Tel: 021 214 000
Lao Women's Union (LWU)	<ul style="list-style-type: none"> LWU and UN Women jointly produced the manual for trainers on gender mainstreaming in UXO sector in Lao PDR with support from Canada. Could continue to support UXO gender issues. 	Bungkhajong Village, Sisattanak District, Vientiane. (856 21) 312 253 - 211	Nation wide	Ms. Douangsamone Dalavong Director General of Department of Planning and International Cooperation, Lao Women's Union(LWU) Tel: 021 312 253 - 211
National Regulatory Authority for UXO and Mine Action in Lao PDR (NRA)	<ul style="list-style-type: none"> Mandated to coordinate and regulate the UXO sector, ensuring that international treaty obligations are being met and develop policies and national standards to ensure high quality of survey and clearance activities, by all operators in Lao PDR. 	Ban Sisangvone Saysetha District P.O Box 7261 Vientiane, Lao PDR	Nation wide	Mr. Chomyaeng Phenthongsawat General Director kuasechomyaeng@yahoo.com Tel: 021 262 386

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Organization	Function & role in Lao UXO sector	Physical Address	Provinces in Lao where active	Key Contact
www.nra.gov.la	<ul style="list-style-type: none"> Provides oversight, guidance and QM of all survey, clearance and MRE operators including UXO Lao. Has played a crucial role in introducing a new, evidence-based survey methodology. Manages the national UXO IM system including IMSMA in Lao PDR. Also currently manages national VA strategy although this is not compatible with its role as a technical UXO regulator – VA should be shifted to Lao National Commission for Disabled People, as already required under SPF 2. 			

3. International Non-Government Organizations (INGOs)

Organization	Function & role in Lao UXO sector	Physical Address	Provinces in Lao where active	Key Contact
Cooperative Orthotic and Prosthetic Enterprise (COPE) http://copelaos.org/	<ul style="list-style-type: none"> Works in partnership with the Ministry of Health Centre for Medical Rehabilitation (CMR) to ensure that people with physical disabilities have local, affordable access to a quality, nationally-managed rehabilitation service. 	COPE Visitor Centre Boulevard Khou Vieng Vientiane	Champasak Luangprabang, Savannaket Vientiane Capital Xiengkhouang	Ms. Bounlanh Phayboun Chief Executive Officer Tel: 856-21-241972
HALO Trust www.halotrust.org	<ul style="list-style-type: none"> UXO operator undertaking non-technical survey, technical survey, clearance, EOD and MRE. 	1730 Rhode Island Ave NW, Suite 206, Washington, DC 20036, USA.	Savannaket	Paul Miller Lao PDR Programme Manager paul.miller@halotrust.org
Humanity & Inclusion (HI) https://www.hi-us.org/laos	<ul style="list-style-type: none"> UXO operator undertaking non-technical survey, technical survey, clearance, EOD and MRE, within a comprehensive framework that includes post-clearance socioeconomic development. Cooperates with GRET on livelihood activities; Lao Disable People's Association (LDPAO) on disability rights and empowerment training; and OXFAM on gender equality. 	8757 Georgia Avenue Suite 420 Silver Spring MD 20910 USA	Huaphan	Mr. Julien Kempeneers Lao PDR Humanitarian Mine Action j.kemeneers@hi.org
Japan Mine Action Service (JMAS) https://en.jmas-npo.jp/outline-of-organization/	<ul style="list-style-type: none"> Promotes UXO clearance with the Cluster Submunition Clearance Machine (CSCM), which cuts bushes around the site and mechanically disposes of cluster submunitions. 	10F Kawachi Bldg., 3-8-10 Kudanminami, Chiyodau-ku Tokyo 102-0074, Japan	Attapeu Champassak Saravan Vientiane Capital Xiengkhouang	Mr. Makoto Saijo Lao PDR Country Director Tel: (81) 03 6261-7851
Mines Advisory Group (MAG) www.maginternational.org	<ul style="list-style-type: none"> Pioneered UXO action in Lao PDR since 1994 including assisting the establishment of UXO Lao. UXO operator undertaking non-technical survey, technical survey, clearance, EOD and MRE. 	Suite 3A, South Central, 11 Peter Street, Manchester, M2 5QR, United Kingdom	Khammoune Xiengkhouang	Mr. Bill Marsden, Lao PDR Country Director Bill.marsden@maginternational.org

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Organization	Function & role in Lao UXO sector	Physical Address	Provinces in Lao where active	Key Contact
Norwegian People's Aid (NPA) https://www.npaid.org/	<ul style="list-style-type: none"> UXO operator undertaking non-technical survey, technical survey, clearance, EOD and MRE. Also provides capacity needs assessment and support to NRA; and supports NRA's IM Unit, through VPN access to the IMSMA database. Is also Grant Manager for the Norwegian Ministry of Foreign Affairs bilateral support to Lao PDR, through UXO Lao in Luang Prabang. 	Norwegian People's Aid Postbox 8844, Youngstorget 0028. Oslo. NORWAY	Attapeua Khamoune Saravane Sekong (Luang Prabang via UXO Lao)	Mr. Aubrey Miles Sutherland Lao PDR Country Director aubrey@npaid.org Tel: 021 264 812
World Education (WE) https://worlded.org/WEInternet/	<ul style="list-style-type: none"> Manages two major US funded programs in Lao PDR: <ul style="list-style-type: none"> <u>Victims Medical Fund</u> assisting UXO survivors and their families. <u>Comprehensive MRE Program</u> including school curricula and teacher training in MRE. 	44 Farnsworth Street, Boston, MA 02210 USA	Nation wide	Ms. Sarah Bruinooge Lao PDR Country Director Sarah_bruinooge@la.worlded.org
World Without Mines www.wom.ch	<ul style="list-style-type: none"> Has provided bilateral support to UXO Lao to clear cluster munitions and sensitise the population. Currently not active in Lao PDR. 	Badenerstrasse 16, 8004 Zurich, Switzerland Tel.: +41 (0)44 241 72 30	Khammoun	Gabriela Fuchs Managing Director info@wom.ch

4. National UXO Operators - Government

Organization	Function & role in Lao UXO sector	Physical Address	Provinces in Lao where active	Key Contact
UXO Lao	<ul style="list-style-type: none"> Original national UXO operator established in 1996 with support from MAG, UNDP and other partners. Is mandated to reduce the number of UXO casualties and accidents; and to increase the amount of the land available for food production and for other socio-economic development. Undertakes non-technical survey, technical survey, clearance, EOD and MRE. Currently operates the National Training Centre (NTC) in Vientiane, although as a national facility this should be transferred to NRA. 	Ban ThongSang Nang Chanthabuly District Vientiane Lao PDR	Attapeu Champasak Huaphanh Khammoune Luangprabang Saravan Savannakhet Sekong Xiengkhuang	Mr. Bounphamith Somvichith, National Programme Director bounphamith@gmail.com Tel: 021 225 023
Lao People's Army Unit 58 (Humanitarian UXO & Demining)	<ul style="list-style-type: none"> Established in 2013. Focuses on survey and area clearance. Significant funding from KOICA via UNDP. Direct technical support from Russian Army. 	Tha ngon Xaythani District, Vientiane, Lao PDR	Bolikhamxay Saysomboun Vientiane province in 2020	Mr. Phonekeo Auladom, Head of Lao Army Unit 58 phonekeo.od@gmail.com

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5. National UXO Operators - Private / Commercial (includes international companies registered in Lao PDR)

Organization	Function & role in Lao UXO sector	Physical Address	Provinces in Lao where active	Key Contact
ASA Power Engineering Co., LTD (ASA) www.asa-power.com	<ul style="list-style-type: none"> Certified by NRA as a national commercial operator. Carried out UXO surveys and clearance for Power Transmission Line from Xiengnong District of Luang Prabang to Hongsa and Xieng Horn Districts of Sayyabouly Province. 	5th floor, ASA Building Samkay Road, Ban Vangsai Vientiane, Lao PDR.	Luangprabang Sayyabouly Vientiane Capital	Tel: (856-21) 412-201
Auslao UXO Clearance Co., Ltd http://auslaogroup.com/uxo/about-auslao-uxo/	<ul style="list-style-type: none"> Offers comprehensive UXO survey and clearance services. 	50 year's Road, Ban That Louang Kang, Saisetha District, Vientiane Capital, Lao PDR.	National wide	info@auslaogroup.com Tel: 021 454890
BACTEC Lao Limited (BACTEC)	<ul style="list-style-type: none"> A subsidiary of BACTEC International Limited, is a UK registered company founded in 1991. Provides UXO survey and clearance in support to the mineral exploration, hydroelectric, wind energy and environmental sustainment sectors. 	Unit 8, Phonsavanh Neua Village, Sisattanak District, Lao PDR.	Attapeu Khammouane Luang Prabang Savannakhet Sekong	Tel: 021 264924
Great UXO Clearance Co., Ltd	<ul style="list-style-type: none"> Certified by NRA as a national commercial operator. 			
Lao BSL ordnance Disposal Co., Ltd (BSL)	<ul style="list-style-type: none"> Conducts UXO survey and clearance in road and hydropower dam construction areas. 		Attapeu Champassack Savannakhet Sekong Xaisomboune	
Lao UNEOD Cooper Co., Ltd	<ul style="list-style-type: none"> Contracted to conduct UXO survey and clearance in relation to resettlement site of Nam Ngiep 1 Hydropower Project. 		Khammoune	
LCY UXO Clearance Co., Ltd	<ul style="list-style-type: none"> Carries out UXO survey and clearance in hydroelectric, dam project areas, e.g Nam Ou 1, 3, 4 and 7; and transmission line project areas. 		Luang Prabang Odomxay Phongsaly	
OUMMA UXO Clearance Co., Ltd https://oummauxo.com/	<ul style="list-style-type: none"> Has carried out UXO clearance service for the clients in many provinces since 2013. Long term contractor with Stora Enso Lao, Sino Hydro power, EDL Lao NN4 Project, Politics School Lao GoV and Petro Lao. 	NamNgam Village, Pek District, Xiengkhouang Province, Lao PDR.	Nation wide	chittavong@live.com Tel: 020 5527 7790
Milsearch Lao EOD Sole Co. LTD www.milsearch.com.au	<ul style="list-style-type: none"> Private Australian company and certified by NRA as a national commercial operator. 	Unit 9, Ban Sapanphong, Vientiane Lao PDR.		info@milsearchlao.com Tel: 856-20-2221 2466
Minerals and Metal Group Co., Ltd (MMG)	<ul style="list-style-type: none"> MMG-LXML Sepon is a mining company that is situated in Vilabouly District, Savannakhet Province. It operates under a Mineral Exploration and Production Agreement 	Level 23 28 Freshwater Place Southbank Victoria, 3006	Savannakhet	Tel +61 3 9288 0888

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Organization	Function & role in Lao UXO sector	Physical Address	Provinces in Lao where active	Key Contact
	(MEPA) with the Lao government covering 124,195 hectares of land. About 80% of this area was heavily bombed during the Indo-China war and remains a 'danger zone' for local communities up to the present mainly due to the unexploded ordnances (UXO) left behind.	Australia		
Phanveela UXO Clearance Sole Co,Ltd	<ul style="list-style-type: none"> • Certified by NRA as a national commercial operator. 			
Phonsackda UXO Clearance CO., LTD (PSD)	<ul style="list-style-type: none"> • Certified by NRA as a national commercial operator. • Conducted UXO clearance for Sumura Pakxong District, Champasack province in areas designated for medicinal tree plantatons. • Carried out UXO clearance in the area for power transmission line installaton in Huaphan Province. 		Champasak Huaphan Saravan	
PSV UXO Clearance Solutions Co., Ltd https://www.psvuxo.com/	Provides complete UXO and landmine solutions for the client , from Survey and action plan development , bush cutting , UXO OR LANDMINE clearance and marking	763/43, Phonthan, Saysettha, Vientiane, Lao PDR	Nation wide	info@psvuxo.com Tel: 020 9942 1996
Sibounhueang UXO Clearance Co., Ltd (SBH)	Undertook UXO clearance operations in the areas designated for Eucalyptus Tree plantations by the company Stora Enso Lao in Nong and Sepone districts in Savannakhet province and Taoi district in Saravane province, for Khammouane Concrete Company		Khammoune Saravanh Savannaket	
Sengphet UXO Clearance Company Co., Ltd	<ul style="list-style-type: none"> • Certified by NRA as a national commercial operator. 			Mr Sonephet Meuangvong, President
SDK UXO Clearance and Disposal Co., Ltd	<ul style="list-style-type: none"> • Is accredited by NRA Certified by NRA as a national commercial operator. 			
XTD UXO Clearance Co., Ltd	<ul style="list-style-type: none"> • Certified by NRA as a national commercial operator. 			

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6. National Not-for-Profit Organizations (NNPAs)

Organization	Function & role in Lao UXO sector	Physical Address	Provinces where active	Key Contact
Quality of Life Association (QOLA) www.qlalaos.org	<ul style="list-style-type: none"> Provides support to victims of UXO, people with disabilities and impoverished. Implemented NRA VA activities, funded by KOICA through UNDP in 2018. 	Unit 3, Phonsavanxay Village, Paek District, Xiengkhoung Province, Lao PDR.	Xiengkhaoung	Mr. Thoummy Silamphan, Executive Director. thoummysilamphan@gmail.com
The Community Development Association (CODA)	<ul style="list-style-type: none"> Implemented NRA VA activities, funded by KOICA through UNDP in 2018. 	Saphantai Street 03, House No 462, Unit No 01, Kaysonephomvihane district, Savannakhet Province, Lao PDR.	Khammoune Savannakhet	Mr. Phou Khounphia, Director. phoukhounphia@gmail.com
The Lao Disabled People's Association (LDPA) http://ldpa.org.la/	<ul style="list-style-type: none"> Sub-contracts with HI project in Huaphan on promotion of disability rights. Implemented NRA VA activities, funded by KOICA through UNDP in 2019. 	Phonesavang-Nongtha Road, Unit No. 55, Ban Phonesavang, Chanthabouly District Vientiane Capital, Lao PDR	Nation wide	Mr. Thongchanh Duangmalalay, Director thongchanh.ldpa@gmail.com

7. Other

Organization	Function & role in Lao UXO sector	Physical Address	Provinces where active	Key Contact
Legacy of War http://legaciesofwar.org/about/	<ul style="list-style-type: none"> A U.S.-based organization dedicated to raising awareness about the history of the bombing in Lao PDR. 	1312 9th St. NW Washington, DC 20001, USA.		Ms. Sera Koulabdara, Executive Director info@legaciesofwar.org
Tetra Tech www.tetrattech.com	<ul style="list-style-type: none"> Manages US support to UXO Lao. Has managers and advisers within UXO Lao. 	Tetra Tech, 3475 E Foothill Blvd, Pasadena, CA 91107, USA.	Attapeu, Champasak, Huaphan, Saravan, Vientiane Capital.	Mr. Hugh Hosman, IMTechnical Advisor Hugh.Hosman@tetrattech.com
Intrepid Foundation www.theintrepidfoundation.org	<ul style="list-style-type: none"> Has provided bilateral support to UXO Lao 	7/567 Collins St, Melbourne VIC 3000, Australia.		Ms. Robyn Nixon, General Manager Tel: +61 1300 797 010
Viengxay Vocational and Technical Training School	<ul style="list-style-type: none"> Implemented NRA VA activities, funded by KOICA through UNDP in 2018 	Viengxay District, Huaphan Province, Lao PDR	Huaphan	Mr. Khinechay Phanyahan, Head of Administration Unit. Khinechany22@gmail.com

ANNEX 8: Description of Donor Contributions by Country

A.8.1 Australia (Commonwealth of)

1. At the time of signing of the UNDP ProDoc in July 2017 Australia was identified as committing US\$310,378 to the UNDP Program 2017-21. The purpose, allocation and timing of these funds are not specified in the ProDoc.
2. It is assumed that these were funds left over from Australia's previous support for UXO through UNDP (1 January 2013 to 31 December 2017), which totaled nearly US\$2.4 M and were fully expended by 31 Dec 2017 (six months after start of current program), and thus cover both periods.
3. On 29 August 2018 the Australian Department of Foreign Affairs and Trade (DFAT) (Lao Embassy) and the UNDP CO signed a "3rd Party Cost Sharing Arrangement" (UNDP format) under which Australia would contribute AUD\$200K to UNDP for UXO survey and clearance in Sanamxay District, Attapeu Province, following dam collapse/flood disaster in July 2018, under a separate UNDP ProDoc (ID. 00113271) relating to that disaster. The indicators, targets, outputs and activities relating to the Australian contribution are specified in the separate ProDoc, however despite repeated requests that has not been provided to the Evaluators. It is therefore not possible to assess if these have been met.
4. The Agreement provides that UNDP would advise DFAT when all activities were completed, with a target of 30 June 2019.
5. The Agreement was amended by exchange of letters (from DFAT 8 April 2019 and response from UNDP 13 May 2019), which *inter alia*:
 - a) increased the donor contribution to AUD\$607,000; and
 - b) amended outcome reporting by UNDP to within one month of Agreement completion, and extending expected completion to 31 Dec 2019.
6. In addition to support for UXO through UNDP, Australia in cooperation with EU and USAID is a major supporter of the current revision of the Lao national primary school curriculum direct to the Ministry of Education & Sport (MOES) – through the AUD\$65M Basic Education Quality & Access in Lao (BEQUAL) program (AUD\$45.6M from Australia, \$17.1M from EU and \$2.3M from USAID) over 10 years 2015-2020. This includes lessons on UXO for all school children from grades 2 to 5 – to be introduced from 2020. This is an important national multiplier of the currently relatively restricted MRE activities conducted by UXO Lao and other operators. However, there will be challenges to effective roll-out in remote areas where UXO is most relevant, including making teacher and pupil materials available and effective teacher training.
7. The US INGO World Education is also implementing a national curriculum development program (UXO component only) - the *Comprehensive Mine Risk Education Project* - with major US funding (reportedly \$2M over 3 years 2018-20). The program targets grades 1 to 5 and also includes secondary schools and a focus on teacher training in the eight Teacher Training Colleges throughout Lao. It is not clear how this is coordinated with the BEQUAL UXO component for grades 2 to 5, and it is possible that there may be duplication and even 'double-funding' for the same activities at MOES.

A.8.2 Canada (Dominion of)

1. At the time of signing of the UNDP ProDoc in July 2017 Canada was not identified as having committed funds to the UNDP Program.
2. On 25 January 2019 the Canadian Department of Foreign Affairs, Trade and Development (DFATD) and the UNDP CO signed a "Contribution Agreement" (Canadian format) for the period to 30 April 2019, under which Canada would contribute CAD\$100K to UNDP for UXO survey and clearance in Sanamxay District, Attapeu Province, following dam collapse/flood disaster in July 2018 (similar to the Australian contribution above) (Canadian Project No. CFLI-2018-BNGKK-LA-0022).

3. The Agreement provides *inter alia* that:
 - a) The Canadian funds will be used to equip and deploy five UXO Lao teams to survey and clear specifically 330,000 m² (33 ha) of land in Sanamxay District.
 - b) The cleared land will be allocated to affected communities for new housing, farming and livelihood development.
 - c) UNDP should advise Canada of any additional sources of funding for the activity within 10 days of signing (note the funding provided for the same activity by Australia outlined above), as well as a list of implementing partners.
 - d) UNDP will ensure visibility and promotion of Canada's contribution, with publicity materials acceptable to both parties and available in both English and French.
4. The Agreement includes an attached Project Approval Document (PAD) which *inter alia* includes a Project Schedule (Timeframe & key deliverables), with requirements for:
 - a) an Interim Report by 28 Feb,
 - b) completion of land clearance and release of land in March 2019,
 - c) completion of all activities by 28 March,
 - d) End of Project Report by 15 April 2019 (with specified reporting requirements including financial report on expenditure against budgeted activities as per the Project Budget & Eligible Expenses in Annex A of the Agreement); and
 - e) expiration of Agreement by 30 April.
5. On 5 February 2019 Canada (DFATD) and the UNDP CO signed a similar Contribution Agreement for the period to 30 April 2019, under which Canada would contribute CAD\$50K to UNDP specifically to equip existing UXO Lao teams with handheld GPS units and vegetation cutting machines to support survey and clearance following flooding in Houaphan, Kammoune and Savannakhet Provinces (Canadian Project No. CFLI-2018-BNGKK-LA-0024).
6. The Agreement includes an attached PAD with similar reporting requirements and the same dates as the previous agreement for Attepeu, and with a Project Budget & Eligible Expenses table to report against.
7. On 9 December 2019 and 27 December 2019 (after the evaluation country mission) Canada and UNDP signed two further Contribution Agreements, both for the period 1 January 2020 to 30 April 2020, as follows:
 - a) Canadian Project No. CFLI-2019-BNGKK-LA-0019, under which Canada would contribute CAD\$50K to UNDP for VA activities by NRA, specifically to provide financial management training and income generating assets to victim families in three districts in Salavan Province.
 - b) Canadian Project No. CFLI-2019-BNGKK-LA-0009, under which Canada would contribute CAD\$50K to UNDP for support MRE activities by UXO Lao across eight provinces but with a specific focus on Attepeu and Huaphan.
8. The agreements both include requirements on monitoring and reporting and promoting visibility of the Canadian contributions, and both have attached PADs which specific outputs, activities, budgets and workplans that need to be reported against.
9. As outlined in section 3.8 on Efficiency, the Evaluation Team does have concerns about the efficiency and equity of the ad hoc VA approach of providing individual families with livestock without transparent and accountable selection criteria and physical verification of delivery. The Evaluation Team recommends a shift to programs with broader, more equitable reach and greater multiplier effect, such as establishing breeding

centres in each Province and distributing calves to all victim families on an ongoing, long-term basis, as part of a more coordinated, national VA strategy and action plan.

10. In 2018/early 2019 Canada also funded the Lao PDR office of UN Women to develop and pilot an excellent *Manual for Trainers on Gender Mainstreaming in the UXO Sector*, in close cooperation with the Lao Women's Union (LWU) and NRA. This activity was not managed through UNDP and is therefore not a subject of this evaluation. However, observations are provided in section 3.9 Gender mainstreaming, including the need for follow-up donor support to allow further roll out and implementation of the Manual moving forward.

A.8.3 European Union

1. Please refer section 5 – Terminal Evaluation of EU Contribution.

A.8.4 Ireland (Republic of)

1. At the time of signing of the UNDP ProDoc in July 2017 Ireland was identified as having committed US\$2,171,553 to the UNDP Program. The purpose, allocation and timing of these funds are not specified in the ProDoc.
2. On 19 September 2017 Ireland (Hanoi Embassy) and the UNDP CO signed a “3rd Party Cost Sharing Arrangement” (UNDP format) under which Ireland would contribute €2M to UNDP to assist implementation of the UNDP Lao UXO Program, as described in UNDP ProDoc No. 00101607.
3. The Arrangement provides for four payments over four years:
 - On signing: €500K.
 - 1 May 2018: €500K.
 - 1 May 2019: €500K.
 - 1 May 2020: €500K.
4. The Arrangement provides that payments from 1 May 2018 onwards will only be released after satisfactory appraisal by the Donor of reports from the previous year, and provision of an indicative annual workplan and budget for the forthcoming year, by UNDP and GoL.
5. The Arrangement outlines reporting requirements including contents and frequency.
6. Apart from reference to UNDP ProDoc No. 00101607 and the need for an indicative annual workplan and budget for each forthcoming year, the Arrangement does not specify activities to be funded from the donor's contribution.
7. Apart from the fourth payment on 1 May 2020 the Arrangement does not specify an end date for the Arrangement. It could be assumed that the end date is 30 April 2021 – one year after the final payment on 1 May 2020.
8. The UNDP Lao CO advised that Ireland-specific annual workplans and reports were not developed but that these are part of the generic, overall IP annual workplans and reports.
9. The Embassy of Ireland (Hanoi) expressed a possible desire to continue and even increase its support for UXO action in Lao in coming years, subject to an independent evaluation of its overall ODA program in the region in early 2020, which will include evaluation of the UNDP implementation modality for UXO.

A.8.5 KOICA

1. At the time of signing of the UNDP ProDoc in July 2017 KOICA was identified as having committed US\$731,802 to the UNDP Program. The purpose, allocation and timing of these funds are not specified in the ProDoc.

2. It is assumed that these were funds left over from KOICA's previous US\$3M support for UXO through UNDP (signed 30 April 2015 and running to 31 December 2017, but with the final installment not paid until 11 May 2018 and activities actually running until 30 September 2018 – 14 months into the current UNDP program).
3. On 14 May 2019 KOICA and the UNDP CO signed a new "Grant Arrangement" (UNDP format) under which KOICA would contribute a further US\$3M to UNDP to assist implementation of the UNDP Lao UXO Program, as described in UNDP ProDoc No. 00101607, through to 31 December 2022.
4. The Arrangement provides for three payments as follows:
 - a) On signing: US\$1,119,468.
 - b) After 1st annual report: US\$953,030.
 - c) After 2nd annual report: US\$927,402.
5. The Arrangement provides for three Annual Reports and one end of project Synthesis Report as follows:
 - a) 1st Annual Report by 31 March 2020.
 - b) 2nd Annual Report by 31 March 2021.
 - c) 3rd Annual Report by 31 March 2022.
 - d) Synthesis Report within 90 days of end of project.
6. The Arrangement requires UNDP to maximize visibility and recognition of KOICA's contribution.
7. The Arrangement includes three Annexes:
 - Annex 1: Project Document.
 - Annex 2: Project Proposal (KOICA Format).
 - Annex 3: Report Format (Annual Report and Synthesis Report).
8. The Arrangement provides that the KOICA contribution is to be used to fund the activities described in Annexes 1 and 2. Annex 1: Project Document is assumed to be the UNDP ProDoc, which does not specify KOICA activities. Annex 2: Project Proposal has a timeframe of January 2019 to December 2021, which is inconsistent with the overarching Arrangement, which runs to December 2022. Annex 2 also contains a Logical Framework, a Workplan and Time table and a Budget which specify in detail what the KOICA funds are to be used for. The major focus is building capacity at NRA and supporting the creation and operation of seven survey and clearance teams at Lao PDR Army Unit 58, although many other activities are also covered, including MRE and VA.
9. The report formats in Annex 3 require that UNDP report to KOICA against the funding elements specified in the Annex 2. As outlined under section 3.1 above, the Evaluation Team is concerned that UNDP may not be able to meet these reporting requirements, because as outlined in section 4.11 on financial management, the CO's monitoring and reporting of budget and expenditures in ATLAS is not aligned with the activity-based budgets and workplans in the donor agreements.
10. Because the first Annual Report is not due until 31 March 2020, it is too early to evaluate progress of the current KOICA contribution.
11. On 9 August 2019 KOICA and the UNDP CO signed an amendment to the Arrangement which adds a 1% UN "Coordination Levy" to be deducted from the total contribution and paid to the UN Resident Coordinator System, in accordance with UN General Assembly Resolution A/RES/72/279.

A.8.6 Korea (Republic of) (other than KOICA)

1. At the time of signing of the UNDP ProDoc in July 2017 the Republic of Korea (in addition to KOICA - i.e. direct from Embassy) was identified as having committed US\$50,000 to the UNDP Program. The purpose, allocation and timing of these funds are not specified in the ProDoc
2. It is understood that Korea provided \$50K for the 2017 calendar year and another \$50K for the 2018 calendar year. It is understood that the CO does not sign agreements for these funds which are managed by UNDP HQ who give delegation of authority based on a 1 to 2-page concept note.

3. Despite several requests to UNDP, the Evaluation Team has not been provided with the concept notes for these funds. It is understood that funds were used to support participation by Lao PDR in CCM meetings and NRA personal costs.

A.8.7 Luxembourg (Grand Duchy of)

1. At the time of signing of the UNDP ProDoc in July 2017 Luxembourg was identified as having committed US\$651,466 to the UNDP Program. The purpose, allocation and timing of these funds are not specified in the ProDoc.
2. On 29 September 2017 Luxembourg and UNDP signed a "Programme/Project Obligation Form" under which Luxembourg committed €600K to the UNDP Lao UXO Program over four years, with four payments linked to progress reports as follows:
 - On signing: €150K.
 - 2nd half 2018: €150K.
 - 2nd half 2019: €150K.
 - 2nd half 2020: €150K.
3. The agreement does not specify any particular outputs or activities to be supported by the funds.
4. The UNDP Lao CO advised that Luxembourg-specific annual workplans and reports were not developed but that these are part of the generic, overall IP annual workplans and reports.
5. The Luxembourg Embassy in Vientiane expressed a possible desire to continue and even increase its support for UXO action in Lao in coming years, subject to receiving a detailed proposal from UNDP as soon as possible, so as to plug into the next funding pipeline.

A.8.8 New Zealand (Aotearoa)

1. New Zealand (NZ) is the largest donor to the UNDP-Lao UXO Program. At the time of signing of the UNDP ProDoc in July 2017 NZ was identified as having committed US\$6,047,846 to the UNDP Program, plus \$1,044,284 already used up to May 2017. The purpose, allocation and timing of these funds are not specified in the ProDoc.
2. On 29 November 2016 the NZ Ministry of Foreign Affairs and Trade (MFAT) and the UNDP CO had already signed a "3rd Party Cost Sharing Arrangement" (UNDP format), under which NZ would contribute US\$7,092,130 (not to exceed an equivalent of NZ\$10.1M) to UNDP to support UXO Lao operations in Xieng Khuang Province through to end of 2020.
3. The Agreement provides that UNDP should report on progress and finances to MFAT annually, with a final report by 30 June of the year following financial closure.
4. The Agreement includes an attached Activity Design Document (ADD) which outlines the activities that the NZ contribution will support, covering the total cost of UXO Lao operations in the province, including:
 - a) twelve clearance teams,
 - b) one MRE team,
 - c) one NTS team and one TS team,
 - d) necessary capital expenditures for equipment; and
 - e) the costs of inputs related to coordination of the UXO sector by the NRA and the programme and technical support provided by UNDP to both UXO Lao and the NRA, where these relate to or support Xieng Khuang.
5. In 2018 through exchange of letters between NZ and UNDP the above was amended to 11 clearance teams and two TS teams.

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6. The ADD also includes an Indicators and Targets Table and an Indicative Program Budget, with activities and timing from Q4 2016 to end 2020, to be used by UNDP to report against annually to MFAT. Annual progress reports for 2017 and 2018 indicate that targets against most indicators are being exceeded, in some cases significantly.
7. Although not specified in the Arrangement, NZ has also placed its own Monitoring & Technical Adviser (MTA) in the Province for the duration of the NZ contribution (contracted from Quality Systems International - QSI). The evaluation finds that this has been highly effective, and is highly likely to be a positive contributor to the high exceedance of targets under the NZ contribution. The UXO Lao Provincial office reports a high level of satisfaction with this arrangement, stating that it has assisted greatly with increasing efficiency, productivity, QM and morale.
8. It should be noted that because the NZ support is channeled via UNDP, the MTA is seen as being more "neutral" and the GoL expressed a much higher level of trust in, acceptance of and comfort with the placement of this donor's adviser within Xieng Kouang than for some other provinces, where bilateral donors place technical advisers directly. The NZ approach in Xieng Khuang is recommended as a model for all provinces.
9. The NZ Embassy in Bangkok expressed a possible desire to continue its support for UXO action in Lao in coming years, subject to receiving a detailed proposal from UNDP as soon as possible, so as to plug into the next funding pipeline. It is also understood that NZ may be interested to support funding for an update of the National Standards in 2020.

ANNEX 9: Comparative Analysis of UXO Related Strategy Documents in Lao PDR

Document	Vision or Strategic Goal	Outcomes	Outputs	Directions or Objectives	Priority Activities	Performance Indicators	Baseline	Targets
8th NSEDP 2016-20202		Outcome 2: Human resources are developed and the capacities of the public and private sectors is upgraded; poverty in all ethnic groups is reduced, all ethnic groups and both genders have access to quality education and health services; the unique culture of the nation is protected and consolidated; political stability, social peace and order, justice and transparency are maintained.	Output 1: Improved Living Standards through Poverty Reduction using the 3-Builds Directions	Direction: Continue putting efforts into clearing the UXOs from development territories, tourist sites, and agricultural production, livestock raising and residential areas. In parallel, pay attention to carrying out treatment, health rehabilitation and assistance for UXO victims.	Concentrate on solving UXO impacts by ensuring implementation of the survey in focal and priority areas.	1. Number of villages in the 9 provinces where Non-Technical Survey has been completed in accordance with the Lao PDR UXO survey procedures 2. Number of Focal Development Areas where Cluster Munitions Evidence-Based Technical Survey has been completed in accordance with the Lao PDR UXO survey procedures 3. Number of casualties reported as a result of UXO incidents 4. Number of UXO survivors having received medical assistance	1. 987 (as of 2015) 2. 0 (as of 2015) 3. 45 (as of 2014) 4. 562 (as of 2014)	1. 5,238 2. 124 3. Less than 40 4. 1,500
National Strategic Plan for the UXO Sector in the Lao People's Democratic Republic 2011 – 2020. "The Safe Path Forward II"	The vision guiding this strategy is a Lao PDR free from the threat of UXO, where individuals and communities live in a safe environment contributing to development and where UXO victims are fully integrated into their societies and their needs are met. Strategic Goal: The Government and its development partners over the 2011 -2020 period is to reduce the humanitarian and socio-economic threats posed by UXO to the point where the residual contamination and challenges can be adequately addressed by a sustainable national capacity fully integrated into the regular institutional set-up of the Government.			Objective: 1. Reduce the number of UXO casualties from 300 to less than 75 per year 2. Ensure that the medical and rehabilitation needs of all UXO Survivors ⁶ are met in line with treaty obligations. 3. Release priority land and clear UXO in accordance with National Standards and treaty obligations. 4. Ensure effective leadership, coordination and implementation of the National Programme. 5. Establish sustainable national capacity fully integrated into the regular set-up of the Government . 6. Meet international treaty obligations .	Please refer to the strategy for detailed actions to achieve each objective	There are 37 indicators under the SPF II	Not available	Not available

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Document	Vision or Strategic Goal	Outcomes	Outputs	Directions or Objectives	Priority Activities	Performance Indicators	Baseline	Targets
Five year UXO Sector Workplan UX2016-2020				<p>Strategic Directions.</p> <ol style="list-style-type: none"> 1. Survey and identify CHAs across the country. 2. Conduct CHAs clearance to serve for the 8th Five Years Socio-Economic Development Plan. 3. Continue to conduct UXO/Mine risk education across the country. 4. Continue to provide medical care, rehabilitation and economic integration to UXO survivors. 5. Improve the NRA institution and human resources, planning system, funding mobilization and management, UXO clearance quality management and better evaluation of UXO work. 	<p>2016 to 2020 planned activities are classified into following groups: UXO/Mine Risk Education UXO Victim Assistance UXO Survey and Clearance Management Information Management Quality Management and Training Programme and Public Relations International Cooperation and Funding Mobilization NRA Institutional and Coordination</p>		Partially available	<ol style="list-style-type: none"> 1. Conduct Non-Technical Survey and data collection on the UXO contamination in 3,860 villages to identify UXO evidence points; 2. Conduct Technical Survey to identify Confirmed Hazardous Areas (CHAs); 3. Conduct CHAs clearance in the Focal Development Areas and development projects, according to the annual priorities of the government plans, and also for agricultural land; 4. Continue to conduct UXO risk education in order to reduce the number of casualties to less than 40 per year; 5. Continue to provide medical care, physical rehabilitation to UXO survivors as allowed by the existing capacity, also the vocational training and economic support to 1,500 UXO victims.

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Document	Vision or Strategic Goal	Outcomes	Outputs	Directions or Objectives	Priority Activities	Performance Indicators	Baseline	Targets
UXO sector vision & strategic directions from Five year UXO Sector Workplan 2016-2020	SDG 18 became the vision of UXO Sector in Lao PDR to 2030 annual casualties from UXO accidents are eliminated to the extent possible; residual UXO activities undertaken and all known UXO contamination in high priority areas and all villages defined as 'poor' cleared and all identified UXO survivors and victims have their needs met in health, and support provided for livelihoods/ employment to most poverty at risk survivors.			<p>Strategic Directions:</p> <p>1. Promote the government of Lao PDR organizations and private sector both national international to conduct UXO/Mine risk education, firstly we have to teach UXO curriculum in primary schools and conduct UXO/Mine risk education to cover the whole country.</p> <p>2. Promote the government of Lao PDR organizations and private sector both national international to provide assistance for UXO survivors which will focus on medical care, physical rehabilitation, psycho-social rehabilitation support, vocational training and economic inclusion.</p> <p>3. Conduct Non-Technical Survey to identify UXO evidence points and then following by Technical Survey to identify Confirmed Hazardous Areas across the country. At the same time, conduct CHAs clearance in the Focal Development Areas at central and local levels, group big villages into small towns in rural areas projects and also for agricultural land.</p> <p>4. Improve UXO management organization, capacity building for staff, improve coordination and fund mobilization systems for both national and international and effective funds management.</p>				
Lao PDR - United Nations Partnership Framework 2017-2021		<p>PILLAR 1: INCLUSIVE GROWTH, LIVELIHOODS AND RESILIENCE</p> <p>Outcome 1: All women and men have increased opportunities for decent livelihoods and jobs.</p> <p>Technical support to UXO clearance will continue, including the strengthening of data management, to align the UXO sector with the country's poverty reduction goals</p>				o UXO related indicators in the UNPF		

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Document	Vision or Strategic Goal	Outcomes	Outputs	Directions or Objectives	Priority Activities	Performance Indicators	Baseline	Targets
<p>UNDP Country Programme Document (CPD) for Lao PDR 2017-2021</p>	<p>II. Programme priorities and partnership Inclusive growth and reduced inequality</p> <p>Inclusive growth and reduced inequality</p> <p>In response to recent evaluations, support to UXO institutions will promote establishment of a system to prioritize the clearance of confirmed hazardous areas. It will also work to strengthen data management to inform UXO clearance and planning to align the UXO sector with the country's poverty reduction goals. Legislation, policies and strategies to achieve Goal 18 (on unexploded ordnance) will be developed and aligned</p>	<p>CPD OUTCOME #1 / UNITED NATIONS PARTNERSHIP FRAMEWORK (UNPF) OUTCOME #1: All women and men have increased opportunities for decent livelihoods and jobs.</p>	<p>INDICATIVE COUNTRY PROGRAMME OUTPUTS</p> <p>Output 1.2. Post-2015 agenda / SDG priorities localized and incorporated in 8th NSEDP</p> <p>Output 1.3. Institutional capacities are strengthened to further improve the contribution of the UXO sector to human development in contaminated communities.</p>			<p>1.2.3. Extent to which proposed SDG 18 is integrated into NSEDP</p> <p>1.3.1. Percentage of population in UXO-contaminated communities who perceive that UXO interventions have supported improvements in safety and better lives</p>	<p>1.2.3 Baseline: Not adequately (2016)</p> <p>1.3.1 Baseline: To be determined</p>	<p>1.2.3 Target: Adequately (2021) Data source and frequency: NSEDP report, UXO sector report (annual)</p> <p>1.3.1 Target: To be determined . Data source and frequency: UNDP impact survey, post clearance assessment report (every 5 years) Note: Baseline and target will be determined by UNDP impact survey</p>
<p>UNDP Lao UXO Program 2017-21.</p> <p><i>Moving towards achieving SDG 18 - Removing the UXO obstacle to Development in Lao PDR</i></p>	<p>The key results expected from this project include support to the Sustainable Development Goals 18, including through enhanced support to livelihoods activities for affected populations, improved efficiency of clearance operations; significant progress in the effort to establish a national baseline of UXO contamination; improved transparency in results reporting, improved transparency in financial reporting; improved coordination of sector activities through enhanced management of information; updated National Standards and appropriate policy frameworks; progress against the obligations of the Convention on Cluster Munitions, the articulation of a sustainability strategy for the sector; capacity in Mine Risk Education, improved capacity for monitoring and evaluating the sector's development outcomes; and improved policy for support to UXO survivors. This project includes a proposed component on assessing and enhancing gender mainstreaming capacity in the UXO sector to be implemented by Lao Government's agencies concerned.</p>	<p>No programme specific outcome, ProDoc refers to the CPD outcome 1 All women and men have increased opportunities for decent livelihoods and jobs.</p>	<p>Output 1: Institutional capacities are strengthened to further improve the contribution of the UXO sector to the human development in contaminated areas (CPD output 1.3)</p> <p>Output 2: UXO interventions are delivered in contaminated communities in support of human development, dignity and livelihood</p>		<p>Please refer to the ProDoc.</p>	<p>There are 25 indicators in the Prodoc.</p>	<p>Partially available</p>	<p>Mostly available</p>

ANNEX 10: Review of previous evaluations

Review of previous evaluations of UXO programs in Lao PDR – Status at December 2019

Evaluation Report	Main Findings	Main Recommendations	Status in Lao PDR at Dec 2019
<p>UNDP, 2016, (global) Evaluation of the UNDP Contribution to Mine Action (includes Lao PDR case study:</p>	<p>1. UNDP support to mine action has <u>contributed substantially</u> to <u>increased human safety</u>, through the reduction of risk. To a <u>lesser degree</u>, it has also led to improvements in <u>socioeconomic conditions</u> at the community level.</p>	<ul style="list-style-type: none"> N/a 	<p><i>This is precisely the case in Lao PDR where:</i></p> <ul style="list-style-type: none"> Casualty rates have dropped exponentially. Socioeconomic benefits have been less pronounced due to lack of integrating post-clearance impact assessment and development planning into UXO survey and clearance prioritization, planning and implementation.
	<p>2. The phasing-down of the mine action global programme at UNDP over the past decade has lessened its strategic coherence and <u>limited the capacity of UNDP headquarters</u> to fully <u>support its staff at the country level</u>.</p>	<ul style="list-style-type: none"> UNDP should <u>reaffirm its strategic commitment to mine action</u> support <u>globally</u> and ensure that the dozen <u>countries</u> with ongoing mine action programmes are <u>fully supported</u> at the headquarters and regional level. Management Response: UNDP management agrees that UNDP should support mine action over the long term, both to comply with obligations created by the anti-Personnel Mine-Ban Convention and as part of its long-standing post-conflict recovery support to national governments. 	<ul style="list-style-type: none"> The UNDP-Lao CO has yet to see tangible benefits from UNDP's global re-commitment to mine action over the long term. The CO should actively seek support from UNDP's global re-commitment to mine action, including direct resourcing and global support in mobilizing resources for UXO action in Lao PDR.
	<p>3. The main value-added contribution of UNDP is the establishment of <u>national institutional capacities</u> to manage mine action. Nevertheless, the transition to national ownership of mine action in some countries aided by UNDP <u>has been slow</u> and inconsistent, and the <u>sustainability</u> of some nationally managed programmes remains in question.</p>	<ul style="list-style-type: none"> UNDP should <u>further enhance its institutional capacity support</u> services to Governments on mine action, building on lessons from successful transitions to sustainable national ownership and utilizing South-South cooperation opportunities and closer engagement with UN and other international partners. Management Response: UNDP management agrees with the recommendation that UNDP should continue and enhance support to national governments in specified areas. 	<ul style="list-style-type: none"> Institutional capacity support has been the major objective of the UNDP Lao UXO Program for 2 decades. UNDP developed a Capacity Development Strategy for both NRA and UXO-Lao in 2014, using the UNDP Rapid Capacity Assessment methodology (Jones Dec 2014). NPA undertook another capacity assessment for NRA with UK funding in 2019, using fixed DFID methods. However, in December 2019 many of the same challenges and capacity needs identified over the last 20 years have still not been addressed at NRA, and self-sustainability mechanisms are still not in place. UNDP needs to secure resources to actually implement a comprehensive Capacity Development Plan at NRA, as per the <u>core pillars of IMAS</u>, and building on previous capacity assessments and plans.
	<p>4. As mine action programmes mature, they tend to become <u>increasingly focused on poor rural communities</u> with a wide array of development challenges. UNDP recognized that there are <u>important development linkages for mine action</u>, yet there is scant evidence that this recognition has led to <u>linking or targeting other development programming</u> in poor communities that have been demined.</p>	<ul style="list-style-type: none"> In the near term, most of the <u>requests for UNDP support on mine action</u> will focus on mature national programmes in <u>non-conflict circumstances</u>, where the residual mine problems are <u>located in poor rural areas</u>. This suggests an important development need that UNDP is well suited to support by providing strategies and techniques for job creation and market development, and by channelling targeted donor support towards improving socioeconomic conditions in mine-affected communities. 	<ul style="list-style-type: none"> <i>This is precisely the case in Lao PDR:</i> <ul style="list-style-type: none"> where all UXO action is in non-conflict circumstances and located in poor rural areas; but where socioeconomic benefits have not been pronounced due to lack of integrating post-clearance impact assessment and development planning into UXO survey and clearance prioritization, planning and implementation. Moving forward, one of the main objectives of UNDP UXO

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		<ul style="list-style-type: none"> The clearance of landmines should <u>not be seen as an end result</u>, but rather as an <u>initial step</u> in a much longer <u>development effort</u>. 	<p><i>initiatives, including those in Lao PDR, should be the attainment of socioeconomic benefits.</i></p>
<p>Durham, J., 2016, Evaluation of UNDP Support to Mine Action in Lao PDR, 2013-2016 (the Lao case study as part of UNDPs global review above):</p>	<p><u>Programme design:</u></p> <ul style="list-style-type: none"> The objective of the UNDP's support is not simply to strengthen the delivery of UXO action services, but also to strengthen the capacity of the NRA and UXO Lao to contribute to the government's rural development and poverty eradication objectives. That is, UXO clearance is the means to an end, not an end in itself – with the end being <u>socioeconomic development</u>. This is not adequately reflected in the (2013-2016) program design. 	<ul style="list-style-type: none"> The UNDP, with the NRA and the UXO Lao, should actively promote the allocation of resources to developing management capacities, clearly articulating how the UNDP's support contributes to programme outputs and outcomes and capacity development The UNDP should actively promote dialogue between the NRA and relevant stakeholders to articulate a transparent, systematic, and auditable process for task prioritisation, collection of relevant baseline and outcome indicators. The UNDP should support the NRA, the UXO Lao, and other relevant stakeholders, to identify how UXO action might contribute to the SDG targets and identify what, if any, outcome or impact level data collection can be mainstreamed into other SDG data collection processes. 	<ul style="list-style-type: none"> <i>Output 1 of the current (2017-2021) UNDP Lao UXO Program is "Institutional capacities are strengthened to further improve the contribution of UXO sector to the Human Development in contaminated areas".</i> <i>However, activities, indicators and targets do not show how they would contribute to capacity development.</i> <i>Currently, at this late stage - some of the program targets are still "To be Confirmed" (TBC), showing that limited effort has been put into addressing these recommendations of the previous evaluation.</i> <i>Despite UNDP being the UN "SDG integrator", no effort has been made by the CO to date to assess what impacts and outcomes the Lao PDR UXO program is having in relation to the SDSGs.</i>
	<p><u>Effectiveness and efficiency of implementation:</u></p> <ul style="list-style-type: none"> Significant progress was made towards agreeing on, and improving, technical survey methodologies, including the recent approval of survey procedures, which include the CMTS. While these procedures are expected to contribute to increased efficiency and effectiveness, little thought has been given to how community voice will be integrated into this process 	<ul style="list-style-type: none"> The UNDP should support discussions within the NRA and the Survey and Clearance Technical Working Group to review the CMTS and other approved processes under the new concept of operations to enable community voices and concerns to be heard & ensure all community members are provided with appropriate information about decisions that affect them. The UNDP should support discussions within the NRA and the Survey and Clearance Technical Working Group to determine how efficiency and effectiveness of the new concept of operations will be evaluated. 	<ul style="list-style-type: none"> <i>No progress has been made on these items at December 2019 under the current UNDP Program.</i> <i>However, with commencement of a new CTA at UNDP in late 2019 and plans to review all National Standards in early 2020, the prognosis for progress should be positive.</i> <i>This should be assessed in the annual progress reports and in the Terminal Evaluation.</i>
	<p><u>Partnerships and coordination:</u></p> <ul style="list-style-type: none"> GoL, NRA, and UXO Lao see the UNDP as a valued development partner. For donors who are not a resident in the country, the UNDP provides a relatively low risk investment option. Nevertheless, some donors felt that the UNDP coordination and capacity to present donor concerns to the Government was limited, sometimes to the real or perceived detriment of progress, and this has affected donor confidence. This is partly due to a misunderstanding as to what donors are paying for with the GMS fee. Some of these issues could be resolved through an improved communication strategy for the sector. 	<ul style="list-style-type: none"> The UNDP should support the NRA hold quarterly operational meetings with development partners (program manager level). The UNDP should support the NRA and UXO Lao to develop and implement an effective communication strategy, tailored to different stakeholder needs and focused on application of safeguards, outputs, impacts and progress against the capacity building workplans. The UNDP should support constructive dialogue with the Ministry of Foreign Affairs and development partners to determine if the Trust Fund and its ToR are still appropriate. The UNDP should continue to work with the NRA, the UXO Lao, and donors to ensure a coherent approach to the provision and coordination of technical advisory services. 	<ul style="list-style-type: none"> <i>UNDP has not supported NRA to hold quarterly meetings with donors.</i> <i>A communication strategy has not been developed.</i> <i>The Trust Fund still exists but is not operational, and the ToR have not been reviewed with MoFA and development partners.</i> <i>With commencement of a new CTA at UNDP in late 2019 and plans to review all National Standards in early 2020, the prognosis for progress on ensuring a coherent approach to the provision and coordination of technical advisory services should be positive.</i>
	<p><u>Gender and Human Rights:</u></p>	<ul style="list-style-type: none"> The UNDP should support the NRA and the UXO Lao to 	<ul style="list-style-type: none"> <i>The UNDP ProDoc PRF has a specific gender component with</i>

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	<ul style="list-style-type: none"> The programme should pursue a gendered, pro-poor approach to UXO action, keeping the "do no harm" principle at the forefront of its work. The current programme document is not explicitly aligned to these principles. <p><u>Monitoring, evaluation & risk:</u></p> <ul style="list-style-type: none"> Most of the monitoring and evaluation focus has been on QA/QM, outputs and financial monitoring. While important, on their own, these are insufficient in capturing the programme outcomes and generating lessons learned to improve performance. While more support is needed to develop a functioning monitoring and evaluation process, it is also recognised that even existing processes, such as QA/QC and monitoring of post-clearance land use as stipulated in the National Standards, are not being fully implemented. <p><u>Sustainability:</u></p> <ul style="list-style-type: none"> The NRA and UXO Lao are very dependent on donor funding and there is no clear transition plan that outlines how the Government's in-kind and direct financial contributions will increase in tandem with decreased donor funding. Nor is there a clear strategy that outlines how UXO clearance will be integrated into the development planning and budgeting process at provincial and village levels. Furthermore, the UNDP is not actively working with other partners to enable a transfer of responsibilities to national organisations. It has, however, through funding support from KOICA, begun to work with the Lao army which has been identified as a possible option for a national capacity to manage residual UXO threat but no clear strategy of how this transition will take place has been articulated. 	<p>ensure a pro-poor, gender sensitive focus including gender indicators at the output and outcome level and implementing the recent GMAP 2014 action plan and recommendations related to the 2008 gender assessment.</p> <ul style="list-style-type: none"> The UNDP should further develop the capacity of the NRA and UXO Lao in all stages of the information cycle and to develop and implement a sector monitoring and evaluation framework that articulates minimum, output and outcome indicators. The UNDP should support the NRA and the UXO Lao to integrate, monitor, and report on appropriate elements of the UNDP's recently released Social and Environmental Safeguards into their work <ul style="list-style-type: none"> The UNDP should continue to support the NRA to develop a strategy to transition to increased government financing of the sector. The strategy should be agreed by the end of 2018, with implementation commencing at the beginning of 2019. The UNDP should facilitate dialogue between the NRA, Ministry of Health, and WHO, and other relevant organisations to develop an action plan to review the quality of the incident surveillance and data collection to ensure alignment with (current or planned) injury surveillance systems, the integration of epidemiological principals into the surveillance of UXO injury; and adherence to WHO's minimal recommendation dataset for injury surveillance. 	<p>two indicators.</p> <ul style="list-style-type: none"> First indicator is 20 % females in IP senior management, and has been achieved for NRA but not yet for UXO Lao (only 3%). Second indicator is on % of female victims who report increase income after receiving training, which is not workable and needs revision. Gender is one area where much more effort is needed. <ul style="list-style-type: none"> Major issues with IM remain and the quality, veracity, reliability, availability and access to data remain one of the major challenges at NRA in December 2019. UNDP has not supported the NRA and the UXO Lao to integrate, monitor and report on appropriate elements of the UNDP's recently released Social and Environmental Safeguards. <ul style="list-style-type: none"> While KOICA funding has been channeled through UNDP and NRA to begin to build national UXO survey and clearance capacity at Lao Army Unit 58, UNDP has not commenced work to assist NRA with an overall, long term, self-sustainability strategy. No work at all as been carried out to facilitate dialogue between the NRA, Ministry of Health, WHO etc as per the second recommendation.
<p>Massleberg, A., (GICHD), 2014. Strategic Action in Mine Action Programmes - Lao PDR:</p>	<p><u>Responsiveness to Evaluations:</u></p> <ul style="list-style-type: none"> The Lao PDR UXO sector has demonstrated some responsiveness to evaluations in regards to two key reforms that stem from external evaluations: <ul style="list-style-type: none"> the establishment of the NRA as the central 	<p>This report has findings but no specific recommendations.</p> <p>This column left blank for this report.</p>	<ul style="list-style-type: none"> The two reforms listed indicate a willingness to adapt and to improve, however as outlined in the rest of this table, the vast majority of the findings and recommendations of previous evaluations have not been implemented.

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	<p>regulator and policy and standards coordinator; and</p> <ul style="list-style-type: none"> the change to UXO Lao from being a coordinating body to solely being a national operator. 		
	<p><u>Early Revision of the National Strategy:</u></p> <ul style="list-style-type: none"> The 10-year timeline of the first SPF expired in 2013. Key developments triggered the decision to start revising the SPF in 2010, which resulted in the updated strategy SPF II. 		<ul style="list-style-type: none"> The next SPF (III) for the period 2021 to 2030 will be developed in 2020. Hopefully, the findings of this evaluation will help to inform SPF III.
	<p><u>Integration of UXO Action into Broader Development:</u></p> <ul style="list-style-type: none"> A key reason for revising the SPF was to better align the strategy with the Government's development and poverty reduction plans, with a wish to integrate the UXO sector into the broader development agenda. 		<ul style="list-style-type: none"> While SPF II, SDG 18 and the current UNDP ProDoc explicitly align with the Government's development and poverty reduction plans, and seek to integrate the UXO sector into the broader development agenda, virtually no progress has been made on this to December 2019. The focus is still very much on technical UXO actions and UXO clearance for the sake of clearance. UNDP needs to become much more proactive on the development integration issue, as highlighted in all evaluations to date, as identified in several places in this table, and consistent with UNDP's global SDG agenda.
	<p><u>Survey Activities:</u></p> <ul style="list-style-type: none"> Survey initiative by NPA clearly indicates the recognition of the need to better define the contaminated areas, and a keen interest to improve and strive for more efficient and effective operations. UXO Lao and international humanitarian operators, including HALO Trust, MAG and HI, are supportive of this survey approach and are keen to start similar activities 		<ul style="list-style-type: none"> Mainly with bilateral donor support the sector is making a substantial shift to a more evidence-based approach to planning and prioritization and definition of CHAs. With commencement of a new CTA at UNDP in late 2019 and plans to review all National Standards in early 2020, the prognosis for progress on this issue should be positive.
	<p><u>Lack of Clarity on the Contamination Problem:</u></p> <ul style="list-style-type: none"> Principal issues that impede strategic planning in the Lao PDR UXO programme include the lack of clarity on the contamination problem and clear guidelines on how to gain clarity. These are well-known challenges and have been explicitly pointed out in several evaluations and reports but practically are difficult to address due to the nature of UXO contamination in Lao PDR. 		<ul style="list-style-type: none"> Mainly with bilateral donor support (USA, UK and Norway) for the National UXO Survey, the sector is making a substantial shift to a more evidence-based approach to defining the contamination problem. With commencement of a new CTA at UNDP in late 2019 and plans to review all National Standards in early 2020, the prognosis for further progress on this issue should be positive.
	<p><u>No Accompanying Workplan:</u></p> <ul style="list-style-type: none"> The SPF II is an important strategy document, 		<ul style="list-style-type: none"> A UXO Sector Five Year Work Plan was developed for the second five-year period of the 10-year SPF II (2016-2020). However much of this remains unimplemented.

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	<p>the importance of putting the strategy into action has received inadequate emphasis.</p> <p><u>Information & Quality Management:</u></p> <ul style="list-style-type: none"> One of the key principles of a QM approach is the quality feedback loop and the strive for continual learning. It appears that this could improve in the UXO programme. The tendency to view IM as synonymous to "IMSMA" has led to IM processes with considerable room for improvement. Also, there seems to be a general need to reiterate the role of IM as an essential support service to all divisions, rather than a stand-alone division. <p><u>Impact Monitoring & Development Results:</u></p> <ul style="list-style-type: none"> No standardised impact monitoring activities are implemented in Lao PDR. As a result, potential outcome and impact-level results stemming from UXO activities are largely unknown. <p><u>Donor Fatigue:</u></p> <ul style="list-style-type: none"> Donors have expressed frustration with the lack of information on the extent of the contamination problem and a lack of data and evidence showing how funds contribute to tackling the problems. The money contributed to the Lao PDR UXO programme is not being spent efficiently. 		<ul style="list-style-type: none"> Instead of developing a ProDoc with a separate and different PRF, and with a slightly different time period (2017-2021) to the National Work Plan, the UNDP ProDoc should have been aligned exactly against implementing the National Work Plan. These should be aligned for future iterations. Major issues with IM remain and the quality, veracity, reliability, availability and access to data remain one of the major challenges at NRA in December 2019. There is a need to: <ul style="list-style-type: none"> Modernize procedures for data recording by operators and transmission to NRA to improve efficiency and reduce scope for errors (e.g. use of GPS-enabled tablets in field). Significantly improve the veracity, integrity, availability and effective use of data at NRA (IM / IMSMA). Make all UXO data and maps automatically available to national planning agencies, including Lao National Geographic Department, Ministry of Agriculture & Forestry and Lao Statistics Bureau. This situation has not changed at all by end of 2019 –five years after this report by Mattleberg. The focus of all parties, including UNDP – is still very much on monitoring and reporting of activities and outputs rather than outcomes and impacts. Despite UNDP being the UN "SDG integrator", no effort has been made by the CO to date to assess what impacts and outcomes the Lao PDR UXO program is having in relation to the SDSGs. These concerns very much remain at end of 2019 –five years after this report by Mattleberg, although recent progress on the National Survey funded mainly by USA, UK and Norway should assist in addressing donor concerns about the lack of information on the extent of the contamination. Much more work is needed to provide evidence showing how funds contribute to tackling the problems. UNDP needs to become much more proactive in addressing the concerns of donors to avoid reductions in funding moving forward.
<p>Sekkenes, S. & Palmer, A., 2012. Programme Review 2003-2011 UNDP Support to NRA and UXO Lao, UXO Sector, Lao PDR:</p>	<p><u>Sector Coordination:</u></p> <ul style="list-style-type: none"> There are a number of mechanisms functioning to facilitate coordination within the UXO sector. The efforts of the NRA to establish the working group mechanism are generally well recognized and appreciated by actors in the sector. At the same time, while the overall need for a higher level Sector Working Group is not in question, there are inherent limitations to the current system, resulting from the high-level 	<ul style="list-style-type: none"> Encourage NRA to lead the consultative process for the establishment and the formulation of the sector strategy group, in consultation with all actors, to define the mandate, mechanics, and objectives of the new mechanism; taking the lead in this process will in itself strengthen the NRA's 'strategic' capacities; Examine a range of options for the format of the strategy group, keeping in mind the objective of providing a forum for frank discussion. It may be appropriate to institute a 'rolling' system of participation and format, depending on the topic, which could include presentations by different 	<ul style="list-style-type: none"> It is understood that none of these recommendations have been addressed since they were made seven years ago in 2012. It is understood that sector coordination mechanisms remain the same, comprising the overall Sector Working Group and Technical Working Groups. The UNDP Program itself has a Program Board.

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	<p>representation at the annual SWG meetings. Under these conditions, it is not surprising that the SWG meetings have not managed to foster an atmosphere for informed, strategic, frank, and self-critical discussion.</p> <ul style="list-style-type: none"> The existing SWG and TWGs serve important, respective purposes and should by all counts continue. However, the strategic middle ground between the purviews of the SWG and the TWGs is a critical one and is a gap in the sector's coordination that should be addressed. 	<p>actors; inviting expert speakers; facilitated discussion; among others. It may be useful to frame the meetings with more of an emphasis on discussion and debate, and less on coordination.</p> <ul style="list-style-type: none"> In the event the establishment of a strategic-level coordination mechanism is considered, weigh carefully the costs and benefits of inviting (regular) representation by donors in the strategy group meetings: while there is an understandable interest among donors to "know what is happening", there is also a potential trade-off in terms of fostering an open and self-critical atmosphere for discussion. On the other hand, a 'rolling participation' – whereby there is not a fixed membership of the strategic group-- could be a compromise to allow donor participation intermittently, depending on the topic at hand. 	
	<p><u>Communication Strategy:</u></p> <ul style="list-style-type: none"> The mission observed an unfortunate mismatch in how the achievements of the sector are often conflated with the not insignificant challenges and obstacles that still remain. For example, the annual accomplishments are communicated in quantitative terms, almost to a fault: number of hectares cleared; UXO destroyed; number of people having received mine risk education; victims tracked, etc. While these accomplishments should be lauded, there is an increasing frustration (particularly among donors) and demand for more sophisticated results reporting that attempts to make linkages to impact and outcome-level reporting. 	<ul style="list-style-type: none"> Engage a communications expert to work with NRA on the (consultative) formulation and implementation of a UXO sector communication strategy. Leverage the existing initiatives and commitment of the NRA Board, and the Ministry of Information and Culture in particular, to ensure that communications target not only the international and capital region audiences, but a full range of audiences; Draw on UNDP's existing capacities (Knowledge Management Group) and body of knowledge, by exploring whether existing models can be adopted (e.g. communities of practice; Solutions Exchange). 	<ul style="list-style-type: none"> <i>It is understood that none of these recommendations have been addressed since they were made seven years ago in 2012.</i> <i>As outlined above, the focus of all parties, including UNDP – is still very much on reporting and communicating activities and outputs rather than outcomes and impacts.</i> <i>While some ad hoc, individual communication activities have been conducted, the UNDP CO has still not developed and implemented a strategic, coordinated UXO Program Communication Strategy.</i> <i>It is recommended that the UNDP CO develop, secure resourcing for and implement an overall UXO Program Communication Strategy & Action Plan which:</i> <ul style="list-style-type: none"> <i>targets national, regional and global audiences (adopting different formats for each target audience if necessary),</i> <i>communicates the UXO issue and sells UNDP and promotes its donors more effectively,</i> <i>ensures that the requirements of donor agreements on promotion and visibility and complied with,</i> <i>highlights UNDP's comparative advantages in the UXO sector as identified in section 3.13; and</i> <i>embraces mass media formats including TV and social media.</i>
	<p><u>UNDP Program Role & Trust Fund: Donor Coordination and Issues:</u></p> <ul style="list-style-type: none"> The UNDP program uses the so-called National Implementation Modality (NIM) in which NRA and UXO Lao themselves run daily management and operations. It is evident that the NIM procedures are perceived somewhat as an administrative burden rather than the opportunity for capacity development they should be. 	<ul style="list-style-type: none"> Undertake a close consultation with the NRA and UXO Lao assessing the progress and perception with regards to the transfer of responsibilities through the NIM procedures Explore ways in which more regular linkages can be sought in the administrative work between UNDP on the one hand and UXO Lao and NRA on the other, identifying more efficient manners of cooperation to increase the sense of overall effectiveness and decrease the sense of duplication of processes within programme management. Ensure Trust Fund (TF) stakeholders understanding of the 	<ul style="list-style-type: none"> <i>It is understood that none of these recommendations have been addressed since they were made seven years ago in 2012.</i> <i>In fact problems with the NIM have intensified with UNDP having to directly assume all procurement functions from NRA and UXO Lao, and continue to act as a "shadow administrator" at NRA – which is not consistent the national institutional capacity development objectives of the UNDP Program.</i>

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		<p>administrative procedures and annual programming cycle to increase support and avoid perceptions of the TF being inflexible.</p> <ul style="list-style-type: none"> • and others 	
	<p><u>Planning & Prioritization and Integration into National Planning System:</u></p> <ul style="list-style-type: none"> • The sector's planning and prioritization process is insufficiently integrated into the broader national planning processes that take place both on an annual and multi-year basis. 	<ul style="list-style-type: none"> • Several recommendations relating to integrating / mainstreaming UXO into the broader national planning processes. 	<ul style="list-style-type: none"> • While SPF II, SDG 18 and the current UNDP ProDoc explicitly align with the Government's development plans, and seek to integrate / mainstream UXO into the broader national planning processes, very little progress has been made on practical implementation of this to December 2019. • It is understood that UNDP intends to support GoL to again mainstream the UXO issue into the 9th NSEDP as well as all sectoral sub-plans, as a crosscutting issue. • Writing UXO into other plans needs to be followed up with resourcing for implementation.
	<p><u>Long Term Financing Scenario & Reflections:</u></p> <p>The UXO sector in Lao PDR is almost exclusively financed through international donor contributions channelled through bilateral agreements between donors and operator organisations, through UNDP with Cost Share Agreements and through the Trust Funds co-chaired between the Government of Lao PDR and UNDP, who also manages the administration of the Fund. A rough forecast felt by many as a realistic outlook holds that one may foresee a continuation of current donor levels, optimistically for an additional 10-15 years with more pessimistic forecasts expressed at 5-10 years.</p>	<ul style="list-style-type: none"> • Raise awareness in NRA and UXO Lao of the general critical view of donors with regards to the manner in which results are communicated and that a more qualitative format is expected in which the impact of the work of the UXO sector should be measured against the different made in the lives of people living in affected areas, in real terms. • Raise awareness in NRA and UXO Lao of the importance of formulating achievable and measurable goals rather than referring to the gradual achievement of a piecemeal of the larger problem. • Support NRA to work with the sector in developing a longer term transition strategy which includes elements such as an outlook for the sector with a 10-20 year time frame including the scope for work and the capacities need to undertake this work, how the sector will enhance outcome oriented results reporting, improve its communication in a strategic manner, etc. • Encourage an elaboration by the Government with regards to the expectation for increased national contributions to the sector. • Support innovative resource mobilisation initiatives including assessing the feasibility of introducing a "tourist tax" to be channelled through the Trust Fund as the foundation for national UXO sector capacity, whilst ensuring the full buy-in of all ministries and a communication strategy towards contributors to the Fund. 	<ul style="list-style-type: none"> • Virtually no progress has been made on these recommendations since they were made seven years ago in 2012. • Within the period of the current program (June 2017 - Dec 2021) it is recommended that the UNDP CO become much more proactive in seeking and securing seamless continuity of funding at the end of funding cycles that are known years / months in advance. • With regard to the future sustainability and continuity of UXO activities post 2021, it is recommended that the UNDP CO assist GoL to develop a coherent, pro-active, long-term donor engagement and <u>Resource Mobilization Strategy</u>, which includes new and innovative resourcing mechanisms such as: <ul style="list-style-type: none"> • International visitor arrivals - UXO contribution. • UXO awareness and cloud funding web site and app. • Philanthropic organizations. • Private sector – including arms industry and financial institutions (potentially contributing to a Lao Foundation rather than via UNDP). • and others - refer <u>section 3.14</u> for details.
	<p><u>'Big Picture' Changes in the Sector and Implications for further thought:</u></p> <ul style="list-style-type: none"> • The long term institutional UXO sector capacity 	<ul style="list-style-type: none"> • Support the bilateral discussions on broader cooperation in the sector, including that of military clearance support and additional capacities from the private and humanitarian sectors and ensure that the outcome of discussions inform 	<ul style="list-style-type: none"> • While KOICA funding has been channeled through UNDP and NRA to begin to build national UXO survey and clearance capacity at Lao Army Unit 58, the other recommendations listed here have

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Evaluation Report	Main Findings	Main Recommendations	Status in Lao PDR at Dec 2019
	<p>of Lao PDR are warranted in advance of the elaboration of a longer term transitional strategy, some ongoing discussions include:</p> <ul style="list-style-type: none"> • Bilateral discussion on the collaboration between Lao PDR and Vietnam with military clearance units of the Lao Army in cooperation with Vietnam army clearance capacity to learn from practice in Vietnam. • Another discussion under way, involves the implications for the UXO sector in light of the burgeoning national economy, increased Foreign Direct Investment (FDI) and a more active private sector. 	<p>the larger sector strategy in a transparent manner.</p> <ul style="list-style-type: none"> • Support a discussion of the best strategic use of potential additional capacity in line with the added capacities general ToRs, i.e. humanitarian, private sector and to target the military capacity towards larger physical and social infrastructure. • and others 	<p><i>not been addressed.</i></p>

ANNEX 11: Progress by PRF Indicators - Overall UNDP Program

UNDP Lao UXO Program 2017-2021: Status of Project Results Framework at Nov 2019 (overall UNDP Program)

Based on the PRF from the UNDP ProDoc and group review with the UNDP Lao UXO team.

Expected Outputs	Output Indicators	Data Source	Baseline		Targets						Data Collection Method & Risk	Status at Nov 2019	Notes
			Value	Year	2017	2018	2019	2020	2021	Final			
Output 1: Institutional capacities are strengthened to further improve the contribution of the UXO sector to the human development in contaminated areas (CPD output 1.3)	1.1 Percentage of population in UXO-contaminated communities who perceive that UXO interventions have supported improvements in safety and better lives. (CPD Indicator 1.3.1)	NRA	TBD	2015	-	-	-	-	TBD	TBD	Annual collection; relies on provision of qualitative response from NRA	Unknown	The indicator has not been addressed; It links to UNDP CPD, UNDP will explore on that and confirm on the target.
	1.2 Timely annual submission Article 7 report under CCM	CCM Website	Yes	2015	Yes	Yes	Yes	Yes	Yes	Yes	Annual collection; relies on timely upload	Achieved	Yes, NRA is doing very well on this
	1.3 Legislation drafted in line with Article 9 of the CCM and presented to NRA Board	Meeting Minutes	No	2015	No	Yes	-	-	-	Yes	One-off; relies on approval of minutes	To be revised	Target needs to be revised to Mar 2020 by UXO team
	1.4 Task prioritization criteria approved by NRA Board	NRA Website	No	2015	No	Yes	-	-	-	Yes	One-off; relies on timely upload by NRA	Not achieved	No. prioritization has to be based on the US survey. Action: To revised timeframe of the target to March 2021
	1.5 Annual Sector Reports produced with IMSMA used as sole source of quantitative data for clearance and survey progress by	NRA Website	No	2015	Yes	Yes	Yes	Yes	Yes	Yes	Annual; relies on timely upload by NRA	Partial achieved	Yes, structure has been in place. However, quality of data collection and analysis have to be addressed

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Expected Outputs	Output Indicators	Data Source	Baseline		Targets						Data Collection Method & Risk	Status at Nov 2019	Notes	
			Value	Year	2017	2018	2019	2020	2021	Final				
	NRA, and including gender- and age-disaggregated data on victim assistance and min risk education													
	1.6 Quarterly sector-level progress data made available in open format (see Open Data Handbook for Definition)	NRA webpage	No	2015	No	Yes	Yes	Yes	Yes	Yes	Annual; relies on timely upload by NRA	Partial achieved	Yes, structure has been in place. However, quality of data collection and analysis have to be addressed	
	1.7 Sector M&E Plan adopted by NRA including monitoring of community participation, evaluation of survey effectiveness, gender indicators and pro-poor prioritization.	Annual Sector Report	No	2015	No	Yes	-	-	-	Yes	One-off	Partial achieved	this will be address through the M&E of SPF II, carry forward to SPF III. UXO team needs to provide the information on this.	
	1.8 Disability policy discussed at UXO Sector Working Group	Meeting Minutes	No	2015	Yes	Yes	Yes	Yes	Yes	-	Annual, relies on approval of minutes	To be revised	To revise the indicator to : Disability policy is developed and operated by 2021 and need to take whole of government's approach	
	1.9 Victim Assistance Action Plan developed by NRA in line with UNMAS Gender Guidelines	NRA website	No	2015	No	Yes	-	-	-	Yes	One-off; relies on approval of minutes	To be revised	To revise the indicator to : Revision of Victim Assistance strategy developed in line with international standard by 2021	

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Expected Outputs	Output Indicators	Data Source	Baseline		Targets						Data Collection Method & Risk	Status at Nov 2019	Notes
			Value	Year	2017	2018	2019	2020	2021	Final			
	1.10 Sustainability Strategy for UXO Sector drafted and raised at UXO Sector Working Group	Meeting Minutes	No	2015	No	No	Yes	Yes	Yes	-	Annual, relies on approval of minutes	To be revised	To revised the indicator to : Sustainability Strategy drafted and submitted for approved by 2021
	1.11 Cash contribution to UXO sector by Government of Lao PDR report annually by NRA in Sector Report	Annual Sector Report	No	2014	No	Yes	Yes	Yes	Yes	-	Annual; relies on production of report	Achieved	To revise the indicator to: contribution to UXO sector by Government of Lao PDR report annually by NRA in Sector Report
	1.12 Availability of monthly Financial Management Report by both NRA and UXO	UXO Portfolio Manager	No	2015	No	Partial	Yes	Yes	Yes	-	Monthly; relies on availability to UXO Portfolio Manager	Achieved	Monthly financial reports can be generated.
	1.13 Number of reported UXO casualties per year	IMSMA	42	2015	-	-	40	40	40	-	Annual; relies on data management by NRA	Exceeded	
	1.14 Number of Humanitarian Clearance Teams of the Lao People's Army trained and equipped by UNDP	NRA Annual Report	2	2016	-	-	-	-	-	-	Annual; no target set	Achieved	UNDP to revise annual target. 2019-5 teams ; 2021-7 teams
	1.15 Number of annual QM assessments of nationally-owned training facilities	NRA Annual Report	NA	2016	-	1	1	1	1	-	Annual; depends on production of NRA report	Exceeded	Check supporting data from NRA report
	1.16 Progress towards SDG 18 on UXO	NRA Annual Report	NA	2016	-	-	-	-	-	-	Annual; depends on data availability	Partial achieved	Well underway. MTE to dig into that. refer to SDG 18 indicators and targets

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Expected Outputs	Output Indicators	Data Source	Baseline		Targets						Data Collection Method & Risk	Status at Nov 2019	Notes	
			Value	Year	2017	2018	2019	2020	2021	Final				
Output 2: UXO interventions are delivered in contaminated communities in support of human development, dignity and livelihood	2.1 % of UXO Lao clearance within "High Priority" areas according to NRA Sector Work Plan	IMSMA	NA	2015	NA	90	90	90	90	90	-	Annual; relies on access to coordinates for all tasks	Achieved	
	2.2 Sector Annual Work Plan produced by NRA including prioritization of all tasks	NRA website	No	2015	Yes	Yes	Yes	Yes	Yes	Yes	-	Annual; relies on timely upload	unknown	UXO team to follow up with NRA on the indicator
	2.3 % of UXO Lao clearance with CHAs	Reports	38	2015	90	90	90	90	90	90	-	Annual	Achieved	
	2.4 % of survey and clearance tasks subject to NRA Quality Management	IMSMA	0	2015	30	70	90	90	90	90	-	Annual; relies on access to IMSMA data	To be revised	Indicator to be revised to "number of NRA quality check to operators on quality management" and new target to be set
	2.5 % of Post Clearance Assessment (PCA) which indicate compliance with pre-clearance plans	IMSMA	0	2015	60	70	80	90	90	90	-	Annual; relies on access to IMSMA data	To be revised	Revised wording to the follow: % of Post Clearance Assessment (PCA) which indicate compliance with survey impact indicator. UNDP to get second opinion on this from NRA on the proposed rewording
	2.6 % of risk education activities in UXO Lao Annual Work Plans delivered	Annual Reports	102	2015	90	90	90	90	90	90	-	Annual; relies on project board agreeing targets	unknown	Review by MTE team shows it is not possible to do % calculation given: 2017 – AWP activity 2.1 indicate "conduct MRE 50 villages visits by 1 team of UXO Lao and 18 village visits by MRE Village volunteers" (without mentioned number of team) 2017 annual progress report indicates: completed 498 MRE visits in nine highly-contaminated provinces (without comparing to AWP) 2018 – AWP activity 2.1 indicate "conduct MRE 50 villages visits by 1 team of UXO Lao. 1 MRE team supported by EU

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Expected Outputs	Output Indicators	Data Source	Baseline		Targets						Data Collection Method & Risk	Status at Nov 2019	Notes	
			Value	Year	2017	2018	2019	2020	2021	Final				
														2018 annual progress report indicates: completed 412 MRE visits in nine highly-contaminated provinces (without comparing to AWP) 2019 – AWP activity 2.1 indicate “conduct MRE 50 villages visits by 1 team fully supported by NZ/UNDP. 2019 annual progress report not yet provided.
	2.7 % of annual provisions of victim assistance verified by monitoring	Monitoring Report	NA	2015	NA	30	30	30	30	-	Annual; relies on production of report	unknown	UXO team to look into	
Gender Component	A. Percentage of senior management positions in UXO Lao and NRA held by women	UN Women report	A.0	2016	-	-	20	30	30	-	A. Annual; reported by NRA and UXO Lao	Not achieved	UXO team to provide supporting data on gender composition of NRA and UXO senior management team to MTE team in two weeks	
	B. Percentage of female victims who report increase income after receiving training	UN Women report	B. N/A	2015	-	-	40	60	60	-	B. Timlines for monitoring depend on training date	To be revised	To be reviewed by UXO team and come up with more meaningful indicator	

ANNEX 12: Progress by PRF Indicators - EU Contribution

UNDP Lao UXO Program 2017-2021: Status of Project Results Framework at Nov 2019 (EU contribution)

Based on the separate PRF attached to the EU donor agreement and group review with the UNDP Lao UXO team. **Blue = EU specific Indicator.**

Expected Outputs	Output Indicators	Data Source	Baseline		Targets			Data Collection Method & Risk	Status at Nov 2019	Notes
			Value	Year	2017	2018	2019			
Output 1: Institutional capacities are strengthened to further improve the contribution of the UXO sector to the human development in contaminated areas	1.1 Percentage of population in UXO-contaminated communities who perceive that UXO interventions have supported improvements in safety and better lives. (CPD Indicator 1.3.1)	NRA	TBD	2015	-	-	-	Annual collection; relies on provision of qualitative response from NRA	Unknown	The indicator has not been addressed; It links to UNDP CPD, UNDP will explore on that and confirm on the target.
	1.2 Task prioritization criteria approved by NRA Board	NRA Website	No	2015	No	Yes	-	One-off; relies on timely upload by NRA	Not achieved	No. Prioritization has to be based on the US survey. Action: To revised timeframe of the target to March 2021
	1.3 Sector M&E Plan adopted by NRA including monitoring of community participation, evaluation of survey effectiveness, gender indicators and pro-poor prioritization.	Annual Sector Report	No	2015	No	Yes	-	One-off	Partial achieved	This will be address through the M&E of SPF II, carry forward to SPF III. UXO team needs to provide the information on this.
	1.4 Disability policy discussed at UXO Sector Working Group	Meeting Minutes	No	2015	Yes	Yes	Yes	Annual, relies on approval of minutes	To be revised	To revise the indicator to : Disability policy is developed and operated by 2021 and need to take whole of government's approach
	1.5 Number of Victim Assistance Technical Working Groups held annually	Meeting Minutes	4	2015	4	4	4	Annual, relies on approval of minutes	Not achieved	2 for this year
	1.6 Victim Assistance Action Plan developed	NRA website	No	2015	No	Yes	-	One-off; relies on approval of minutes	To be revised	To revise the indicator to: Revision of Victim Assistance strategy developed in line with international standard by 2021
	1.7 Sustainability Strategy for UXO Sector drafted and raised at UXO Sector Working Group	Timesheet	Yes	2015	Yes	Yes	Yes	Annual, relies on approval of minutes	To be revised	To revised the indicator to : Sustainability Strategy drafted and submitted for approved by 2021
	1.8 Deployment of CTA to UXO sector to support planning, prioritization and policy.	Annual Sector Report	No	2014	No	Yes	Yes	Annual	Achieved	
Output 2: UXO interventions are delivered in contaminated communities in support of human development, dignity and livelihood	2.1 % of UXO Lao clearance within "High Priority" areas according to NRA Sector Work Plan	IMSMA	NA	2015	-	90	90	Annual; relies on access to coordinates for all tasks	Achieved	
	2.2 Sector Annual Work Plan produced by NRA including prioritization of all tasks	NRA website	No	2015	No	Yes	Yes	Annual; relies on timely upload	Unknown	UXO team to follow up with NRA on the indicator
	2.3 % of UXO Lao clearance with CHAs	Annual Reports	NA	2015	90	90	90	Annual; relies on access to coordinates for all tasks	Achieved	

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Expected Outputs	Output Indicators	Data Source	Baseline		Targets			Data Collection Method & Risk	Status at Nov 2019	Notes
			Value	Year	2017	2018	2019			
	2.4 % of Post Clearance Assessment (PCA) which indicate compliance with pre-clearance plans	IMSMA	0	2015	-	70	80	Annual; relies on access to IMSMA data	To be revised	To revise wording to the follow: % of Post Clearance Assessment (PCA) which indicate compliance with survey impact indicator. UNDP to get second opinion on this from NRA on the proposed rewording
	2.5 % of risk education activities in UXO Lao Annual Work Plans delivered	Annual Reports	102	2015	90	90	90	Annual; relies on project board agreeing targets	Unknown	<p>Review by MTE team shows it is not possible to do % calculation given: 2017 – AWP activity 2.1 indicate “conduct MRE 50 villages visits by 1 team of UXO Lao and 18 village visits by MRE Village volunteers” (without mentioned number of team)</p> <p>2017 annual progress report indicates: completed 498 MRE visits in nine highly-contaminated provinces (without comparing AWP)</p> <p>2018 – AWP activity 2.1 indicate “conduct MRE 50 villages visits by 1 team of UXO Lao. 1 MRE team supported by EU.</p> <p>2018 annual progress report indicates: completed 412 MRE visits in nine highly-contaminated provinces (without comparing AWP)</p> <p>2019 – AWP activity 2.1 indicate “conduct MRE 50 villages visits by 1 team fully supported by NZ/UNDP (not EU).</p> <p>No 2019 annual progress report yet.</p>
	2.6 % of UXO Sector annual reports including gender-disaggregated data on risk education beneficiaries	Monitoring Report	NA	2015	100	100	100	Annual; relies on production of report	Achieved	
	2.7 % of annual provisions of victim assistance verified by monitoring	Monitoring Report	NA	2015	-	-	-		Unknown	UXO team to look into

ANNEX 13: Technical & Tactical Issues

A.13.1 National Standards update

1. It is understood that the National Standards as administered by NRA do not equate to the full set of international standards as promulgated by the UN-approved *International Mine Action Standards* (IMAS) (www.mineactionstandards.org). It is also understood that those National Standards that do exist are now quite dated and have not kept up with updates to IMAS. There is a need for a comprehensive review and update of the National Standards to bring them into alignment with IMAS. It is understood that New Zealand may be interested to support NRA with this activity, through UNDP, in 2020. If this activity is undertaken the following points should be taken into account:
 - a) The review and update should not seek to develop new National Standards for the full set of IMAS, but only those IMAS that are relevant to the situation in Lao PDR (refer www.mineactionstandards.org).
 - b) The review and update should be an inclusive and consultative process, where all UXO stakeholders in Lao PDR, including but not limited to UNDP, NRA, UXO Lao, Halo, HI, MAG, NPA and private operators, are fully involved, have adequate opportunity for inputs and have a sense of ownership.
 - c) The review and update should build on other relevant initiatives such as the *Regional Cluster Munitions Remnants Survey (CMRS) Best Practices Guidelines*, developed by Halo, MAG and NPA with funding from the USA, and which are being applied in Lao PDR by Halo, MAG and NPA but not by UXO Lao.
 - d) The review and update should seek to standardise TS / CHA colour coding across operators and NRA – in accordance with the relevant IMAS (TN 07.11/01 - Land Release Symbology) and the *Regional CMRS Best Practices Guidelines*. During the evaluation the Evaluation Team was stunned to learn that UXO Lao uses its own, non-standard colour schemes and this includes counter-intuitive colour codes such as “green” for CHAs – when these should be red.

A.13.2 National Standards compliance

1. It was reported that many operators in Lao PDR do not comply with the existing National Standards as administered by NRA, and that ironically the only government operator – UXO Lao – is reportedly the least compliant. Some of the INGO operators indicated that any areas where they do not comply are mainly because the National Standards are no longer consistent with IMAS, and as international operators they must comply with IMAS. The review and update of the National Standards to comply with IMAS as outlined above will therefore assist with operator compliance. More work is required to bring UXO Lao into compliance.

A.13.3 Compliance by smaller commercial operators

1. There are a number of smaller commercial operators in Lao PDR who undertake UXO survey and clearance on a contract basis for construction, infrastructure and development projects (see Annex 7). It was reported that these do not always comply fully with National Standards and NRA’s QM and IM / data reporting requirements. There is a need moving forward to build greater capacity at NRA to ensure higher levels of compliance by these operators.

A.13.4 Information Management (IM)

1. There were reports from a number of key stakeholders that there are serious issues with the veracity, reliability, integrity, availability, access to and effective use of data provided to and managed by NRA, including under IMSMA (Information Management System for Mine Action), which is an internationally standardized system under IMAS, developed, maintained and updated by GICHD. Reportedly the underlying

database at NRA which underpins Lao PDR's version of IMSMA is outdated, has serious flaws and corruptions and needs to be refreshed and updated.

2. The Evaluation Team could not verify these reports. Despite repeated requests by the Evaluation Team and a one-week extension to the evaluation mission, the CO did not organize a meeting with the NRA IM team to discuss and review these issues. Given the importance of IM to effective UXO action, this is a non-trivial deficiency with the evaluation arrangements. There is clearly a need to undertake a detailed review of the whole NRA IM system and identify and implement any necessary corrective actions that might be needed. This would ideally build on previous and current work such as the NRA capacity assessment supported by NPA with DFID funding in 2019, and the 2014 capacity assessment (Jones 2014).

A.13.5 Information availability & effective use

1. Given that the ultimate objective of UXO action in Lao PDR is to help to reduce poverty, improve livelihoods and enable socioeconomic development, UXO contamination and clearance maps are of limited use if they are not made available to national planning agencies, including the Lao National Geographic Department (NGD) within the Ministry of Home Affairs, the Department of Agriculture & Land Management within the Ministry of Agriculture & Forestry (MAF) and the Lao Statistics Bureau (LSB), and also to land and infrastructure developers and investors.
2. Reportedly the NRA has a strong culture of retaining ownership of and limiting access to the data that it manages – even by other GoL agencies. A case in point is the excellent *Socioeconomic Atlas of Lao PDR* (www.laoatlas.net), which provides comprehensive, high quality, high resolution map-based data on all socioeconomic sectors in Lao PDR. However the Atlas has zero data on UXO - not even an overlay map of UXO contamination on poverty levels. Such lack of UXO data integration and effective use for development planning is a serious cause of donor frustration and fatigue, and needs to be seriously addressed by GoL.
3. The culture of information ownership and control at NRA needs to shift to one of custodianship, quality management and service provision. These barriers need to be removed and all data, once quality certified by NRA, should be automatically and freely provided to all relevant national planning agencies, in electronic format suitable for use in GIS.
4. The Myanmar Information Management Unit (MIMU) (<http://themimu.info/>) was identified as a potential model for Lao PDR. The MIMU provides national information management services to strengthen analysis and decision-making of the humanitarian and development community in Myanmar, and very effectively integrates UXO and mine action information into broader development planning. A Lao version (e.g. LIMU) would most appropriately rest with the NGD, with NRA being an information provider, along with other development sectors.

A.13.6 Modernizing field data recording & transmission

1. During observations of UXO survey and clearance activities by both UXO Lao and the Army Unit 58, the Evaluation Team was extremely surprised to see that in 2019, field data is recorded manually onto paper datasheets, and then later entered manually into a computer back at the office, for transmission to NRA. This system creates huge scope for error in each step in the data recording, entering and transmission process – with every keystroke during every computer entry representing a potential error.
2. Given that the data is based on geographical coordinates, the scope for significant error is enormous – even the slightest error with a coordinate value can put the location in another hemisphere. Given the importance of the data for human safety and land use planning – geographical errors should be a major concern.
3. There is a very clear and urgent need to improve the efficiency and reduce scope for errors during the field data recording and transmission process, e.g. by shifting from archaic paper-based recording and manual data entry to use of GPS-enabled computer tablets in the field.

A.13.7 Quality Management Force Multiplier

1. There were reports from a number of key stakeholders, including NRA itself, that there are serious constraints on NRA's capacity to achieve its overall national UXO sector quality management (QM) responsibilities – with the main constraint being a simple lack of QM staff versus national workload demands. The NRA QM team is currently required to undertake QM assessments of all UXO operators across the country, including directly conducting on-site QM surveys. This is a huge workload across the country, and some operators reported never or rarely seeing NRA QM teams in their province. It is estimated that in order to achieve national QM targets, sticking to this direct approach would require increasing the NRA QM team by 3 to 5 times. Given that it is unlikely that donors can be secured to allow such an expansion – an alternative approach needs to be found.
2. Each operator in Lao PDR already has their own QM teams, who undertake internal QA/QC of their survey and clearance operations. Given that NRA is the national regulator and not an operator, one way of achieving a cost effective “force multiplier” in NRA's QM capability without a substantial increase in staff numbers, would be to shift NRA's QM role from undertaking direct QM surveys in the field, to a more “supervisory” role, assessing, certifying and checking the operator QM teams.

A.13.8 Survey & clearance rates

1. Several key stakeholders stated that there is a need to significantly improve efficiency and productivity and work towards a national survey and clearance rate of 1 ha per team per day. The Evaluation Team is not technically qualified to comment on this – except to point out the obvious fact that there are many variables that affect the possible clearance rate at any one site – including remoteness, logistical access, terrain, extent of contamination and size of the team.]
2. Setting the clearance rate target too high could be an incentive for fraudulent reporting (as has occurred recently), and clearance rate reports from operators would need to be subject to verification checks.
3. One method that could be used to encourage operators to develop the skills to meet clearance rate targets could be through team competitions at a biennial UXOlympic games meet, as outlined under A.13.12 below.

A.13.9 SEOD team leadership training

1. Several key stakeholders reported that the training of Senior Explosive Ordnance Disposal (SEOD) officers is technically at a high level, however as these persons also act as Team Leaders it is recommended that their training should also include team leadership and management skills. This seems logical.

A.13.10 Improving basic equipment

1. While donor budgets often allocate large sums of funds to major items like 4WD vehicles, UXO survey and disposal equipment etc, in the case of UXO Lao and Army Unit 58, basics like adequate re-issue of uniforms, hats, boots, cold weather jackets etc seem to be overlooked.
2. The NZ support in Xieng Khuang Province provides a model for adoption by UXO Lao in other provinces. In Xieng Khuang the field teams are provided with two pairs off boots per year, standardized cold weather jackets and new uniforms when needed. The executive and office staff has been allowed to design their own uniforms based on a traditional Lao design, which is better suited to an executive and office role than the military-style field uniform. These relatively inexpensive allowances by the donor have greatly boosted morale and esprit-de-corps and assisted increased productivity.
3. In the case of Unit 58 they advised that their standard Army-issue “baseball” caps are not suitable for working extended periods in under the sun, as they do not provide full neck and face protection. They requested donor support to procure hats with full protection as shown in Figure 12. They stated that Army budget is so tight that there was no hope of having them supplied by the Army, as they are already issued with standard hats. Again, for an extremely small investment, both donor standing and Unit 58 morale and esprit-de-corps could easily be boosted.



FIGURE 12: Left: Unit 58's standard Army-issue "baseball" caps do not provide adequate sun protection during extended periods working in the field. Right: The full protection hat requested by Unit 58.

A.13.11 Need for special Remote Area Strike Team

1. To date, for obvious reasons UXO survey and clearance efforts have focused on the parts of the country that were most heavily bombed (Figure 13). During evaluation consultations with Humanity & Inclusion (HI), they reported that while Phongsaly Province in the north was generally not bombed, two districts - Mai and Khoua - were heavily bombed over relatively small but highly concentrated areas (Figure 12). Reportedly they are heavily contaminated but because they are so "out of sight" there has been zero survey, clearance and MRE effort there in 40 years. It was reported by HI that when they did an exploratory visit they found complete lack of awareness of safe practices amongst the local population and government officials - with large numbers of bombies reportedly collected by villages and stored in a pile in the corner of District offices.
2. People living in these isolated, highly remote areas deserve to be protected from the UXO threat as much as the people living in the provinces that are better known for UXO contamination.
3. It is recommended that UNDP should work to find a "niche donor" to fund the establishment of a special Remote Area Strike Team (RAST) drawn from Army Unit 58. Initially the RAST would be supported by international mentor(s) and adviser(s) and trained, equipped, resourced and tasked to investigate and initiate UXO action including survey, clearance and MRE in the most remote, isolated, less well-known but heavily contaminated districts, starting with Mai and Khoua Districts.
4. Given the extremely remote, logistically challenging and physically demanding nature of these areas, the RAST would best be drawn from the more elite operators of Army Unit 58, through a rigorous selection process. They could be offered higher pay and potential for promotion after completing a set term with RAST (say five years). After completing their term with RAST, these operators could also form the nucleus of a cadre to lead the ongoing expansion of Unit 58's regular UXO work across the country, as part of the shift towards greater national self-reliance.

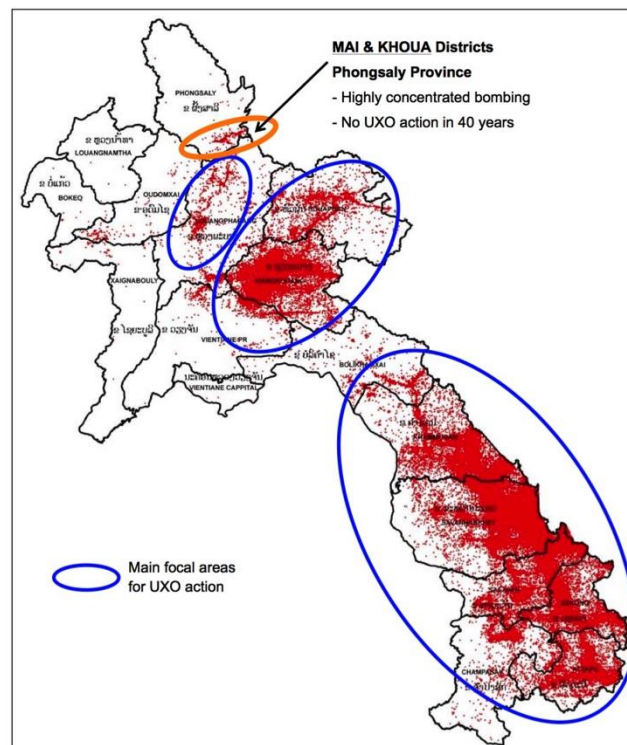


FIGURE 13: People living in isolated, highly remote areas like Mai and Khoua deserve to be protected from the UXO threat as much as the people living in the provinces that are better known for UXO contamination.

A.13.12 Proposed biennial UXOlympics

1. The presence of a number of different UXO operators in Lao PDR, including Army Unit 58, UXO Lao, Halo, HI, MAG, NPA and a range of private commercial operators, plus the need for all operators to comply with National Standards and meet national targets (including a potential new national clearance target), presents an excellent opportunity to hold a regular, intra-sector, competitive games meet – the UXOlympics.
2. Such competitive games are used by other related professions as important opportunities to:
 - a) hone skills,
 - b) demonstrate new techniques,
 - c) learn from each other,
 - d) form cooperative partnerships and personal friendships; and
 - e) generally foster a greater sense of community amongst the profession.
3. Examples include the *International Mine Rescues Competition* (<http://en.imrc2018.ru/>) and various national iterations, the *Australian Army Skills at Arms Meet* (AASAM) and similar competitive games held by other militaries, and more generically the biennial *ASEAN World Skills Competition* (<https://worldskillsasean.org/2020/>).
4. In the case of the UXOlympics, teams from the different operators would compete against each other for substantive prizes, in areas such as:
 - a) proper set up of a survey and clearance site,
 - b) most effective at detecting UXO (planted dummies of course),
 - c) most accurate in recording and reporting survey and clearance data,
 - d) best performance in medical emergency response,
 - e) best performance in equipment maintenance tasks; and
 - f) most innovative, effective and entertaining MRE techniques,
 - g) amongst others.

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5. In addition to the operator teams competing against each other, in order foster relationships between the operators, mixed-operator teams could also compete (similar to the “International Barbarians” in Rugby).
6. Judging would have to be by an independent panel of experts against clear and transparent criteria.
7. The games should be held at a venue such as the national stadium where the public can be an audience (but separated from the activity), as raising awareness (including donor awareness) would be a key objective of the games. All key donors would be invited to the games.
8. Donors and sponsors would need to be secured to cover the cost of the games, including major private sector corporate sponsors – with full live media coverage. This in turn could catalyse major sponsorship for the UXO sector itself.
9. Given the significant demands of organizing such an event, the inaugural UXOlympics should be a small, national affair on an initial trial basis only. If they are a success they could be expanded over time, with teams from neighbouring countries and eventually globally competing.

A.13.13 Land mine issue

1. During the evaluation the Evaluation Team was advised by several stakeholders that land mines are an emerging issue with some INGOs stating that they are identifying various mine fields, especially in Huaphan Province where there are reportedly small defensive fields around ex Royalist point positions, and in southern provinces. The Evaluation Team is not technically qualified to comment on this and it recommended that the UNDP CTA lead an assessment of this issue with NRA and relevant sector partners.
2. The Evaluation Team does understand that currently there is no National Standard or operator accreditation system for de-mining in Lao PDR, consistent with IMAS. There may be a need to develop this along with building greater national demining capability – a role that might most appropriately be developed at Army Unit 58. It recommended that the UNDP CTA lead this issue with NRA and relevant sector partners.

ANNEX 14: Possible New & Innovative Funding Mechanisms

A.14.1 International visitor arrivals - UXO contribution (UXOC)

1. There are many countries that in addition to visa fees collect other fees from international visitors to fund specific national programs and activities, often relating to providing infrastructure to deal with visitor numbers or for managing environmental impacts caused by visitors. Four examples in the Asia-Pacific region are Australia's Great Barrier Reef (GBR) region, New Zealand, Palau and Bhutan, although there are many others around the world.
 - a) GBR EMC: The Great Barrier Reef (GBR) is one of Australia's major tourist draw-cards, attracting over two million visitors each year. In order to provide funds to assist in protecting and managing the GBR, in 1993 the Australian Government introduced the GBR *Environmental Management Charge* (EMC), currently set at AU\$6.50 per visitor per day, generating over AU\$13M per year (noting that some visitors spend more than one day on a reef-trip, e.g. multi-day live-aboard dive boats). The EMC has legal basis through a Regulation under the *Great Barrier Reef Marine Park Act*. It is collected by reef tour operators, as part of passengers' ticket cost, and paid to the Government by the tour operators.
 - b) NZ IVL: New Zealand started collecting what it calls the *International Visitor Conservation and Tourism Levy* (IVL) at NZD\$35 per person from 1 July 2019. The IVL applies to tourists, people on working holidays and some students and workers going to New Zealand. The IVL has legal basis through Regulations under the NZ *Immigration Act*. It is collected through the existing immigration system, at the same time that visitors pay their visa or electronic travel authority fees, usually applied for and paid for online before travel. The IVL will generate approximately NZD\$80M a year, which will be invested in sustainable tourism and conservation projects, including maintaining the facilities and natural environments that tourists use and enjoy during their stay. The funds will be split evenly between conservation and tourism projects. Funds investment will be guided by the IVL Advisory Group so as to have the most impact.
 - c) Palau PPEF: The Republic of Palau is a small Pacific Island country located east of the Philippines, where tourism based on the country's stunning tropical islands and pristine coral reefs is the mainstay of the economy. In order to provide funds to assist in managing tourism impacts, on 1 January 2018 the Palau Government began collecting the US\$100 per person *Pristine Paradise Environmental Fee* (PPEF) from all international visitors. The PPEF has legal basis through a specific PPEF Regulation under the Palau *National Legal Code*. It is collected by airlines flying to Palau, as part of passengers' ticket cost, and paid to the Government by the airlines. Visitor numbers to Palau fluctuate each year but in recent years have ranged between 100K and 160K per year, so the PPEF may generate between US\$10M and \$16M per year, which is substantial for a country with a population of only 22K people.
 - d) Bhutan SDF: Bhutan has charged a US\$65 Sustainable Development Fee (SDF) and US\$40 Visa Fee for international visitors for more than 40 years. Traditionally 'regional tourists' from India, Bangladesh and the Maldives were exempted from the SDF and Visa Fee. However, in 2018 tourists from India comprised 66% of the 2.7M visitors to Bhutan, and to help manage impacts the country has introduced an SDF of 500 Nu (US\$ 8) per head for regional tourists. In 2018, Bhutan's total receipts from both the SDF and Visa Fee were US\$26.29M. The revenue goes towards providing free education, free healthcare, poverty alleviation and the building of infrastructure.
2. The Lao PDR has a wide range of international tourism attractions and if managed well, growth in tourism has the potential to be a significant contributor to national socioeconomic development in coming years. The country already has a well functioning system for collecting "Visa on Arrival" fees from a range of countries – currently paid in cash across a counter at the airport before passing immigration.
3. The systems and procedures are already in place – and could easily be adapted to provide for electronic payment in advance on-line. There is no reason why this system could not be used to also collect an

International Visitor UXO Contribution (UXOC). It is important that the UXOC be presented as an international visitor “contribution” and not a “fee”.

4. In addition to raising revenue the UXOC would also be a major mechanism for raising global awareness about the UXO challenge in Lao PDR, as every international visitor would receive a receipt, which could be a small informational flyer (A8 size - see Annex 14) with web links to a Lao PDR UXO cloud-funding site – (e.g. www.support-UXO-action.net - see section 3.14.4). Through this mechanism the UXOC would also be a funding multiplier – as many international visitors would be likely to visit the site and make additional contributions.
5. The revenue from both UXOC and the cloud-funding site should not be used to replace international donor support for UXO survey, clearance and MRE, which must continue, but to fund core operations of NRA as the central government regulator, and to begin to lay the seeds of national self-reliance.
6. International visitor numbers to Lao PDR fluctuate but according to the Ministry of Information, Culture and Tourism, *2018 Statistical Report on Tourism in Lao PDR*, in 2018 totalled nearly 4.2 million, with 2.9 million of these coming from ASEAN countries, which might be exempted from the UXOC (especially Cambodia, Myanmar, Thailand and Vietnam which have their own UXO challenges). Singapore should not be exempted as it has a strong economy and is one of the last remaining countries in the world that manufactures cluster munitions (even the USA has ceased production – see section 3.14.6).
7. If all non-ASEAN visitors plus Singapore (6.7K visitors in 2018) are included there were over 1.3 million international visitors to Lao PDR in 2018 (MICT 2018).
8. If the UXOC was set initially at a modest US\$10 per visitor per entry, based on 2018 visitor numbers this would generate US\$13M per year, plus additional funds from the cloud-funding site.
9. This is more than sufficient to make NRA fully self-sustainable and provide significant funds for other essential UXO actions in Lao PDR, including VA (noting that the current UNDP UXO Program has only \$12M in donor funds over five years, equating to an average of only \$2.4M per year). As visitor numbers are likely to increase in coming years, Lao PDR’s national UXO budget from both the UXOC and the cloud-funding site would also increase.
10. ***If GoL itself had an annual budget for UXO action of circa US\$13M per year, every year, it would completely revolutionize national UXO capabilities – and it is therefore recommended that progressing development and implementation of the UXOC be given the utmost priority.***
11. It is understood that an international visitor fee has previously been proposed in Lao PDR, by the UNDP-GEF SAFE Ecosystems Project, but that this has not made any progress, for reasons that could not be determined by the Evaluation Team. It is likely that this is because a dedicated individual has not been tasked and resourced to develop and drive the initiative – which is essential if progress is to be made.
12. This should not be seen as an obstacle to developing and implementing the UXOC, and in fact the two initiatives could be combined and a joint fee set at US\$20 per visitor, with \$10 going to the UXOC and environment protection respectively (noting that this approach is used in other countries, and a fee of \$20 is still modest compared to the visitor fees collected by other countries as outlined above).
13. When the UXOC idea was raised with stakeholders during the evaluation, concerns were raised that it might discourage international tourists from visiting Lao. However this is unlikely, once visitors become aware of the UXO issue and its impacts on rural people in Lao, they are likely to make the contribution very willingly, and even contribute more via the cloud-funding site. Some visitors may possibly even lobby on the issue when they return to their home countries. The experience in other countries is that visitor numbers continue to grow after visitor fees are introduced, and most visitors are pleased to make a contribution. If the UXOC causes some potential visitors not to come to Lao PDR, they are probably not the kind of visitors that the country wants anyway.
14. In order for the UXOC to be successfully developed and implemented, the following is essential:

- a) UNDP needs to secure resources to engage a UXOC Development Consultant for one year, who is dedicated to the sole purpose of developing and driving the initiative in close consultation with a GoL UXOC Working Group, with a target of making the UXOC operational within one year.
- b) A GoL UXOC Working Group comprising relevant ministries and agencies should be formed and tasked with developing and implementing the UXOC, with support from UNDP's UXOC Development Consultant. As a minimum the Working Group should comprise senior representatives from MLSW, Immigration, Tourism, Treasury and NRA.
- c) The UXOC will need to have a legal basis, ideally through an amendment to existing legislation (e.g. the same legislation which sets and collects the current visa fees).
- d) The UXOC should be collected through existing mechanisms, e.g. the same as used to collect visa fees. Ideally this should be developed to become an electronic system that provides for payments in advance online.
- e) There will need to be a mechanism to ensure that all UXOC funds are channelled directly to NRA and quarantined strictly for use on UXO actions in accordance with the annual NRA workplans and budgets, with annual external auditing and public reporting, and oversight by the NRA Board.

A.14.2 Cloud funding web site & app.

1. As part of improving its resource mobilization efforts UNDP needs to embrace modern technology including the Internet, social media and mobile phone applications (apps).
2. Crowdfunding is the practice of funding a project or venture by raising small amounts of money from a large number of people, and can be executed through a number of modalities including mail order subscriptions, benefit events and other methods. However crowdfunding using the internet is the most effective, and has become known as "cloud funding" - a booming phenomena which has global reach and which is capable of raising extremely large amounts of money very rapidly.
3. Donors can be incentivised to contribute to a cloud funding campaign through in a number of ways, including offering rewards or equity in the venture (in the case of a commercial enterprise) or just appealing to altruism when the campaign is a humanitarian or social cause (as is the case with the UXO issue).
4. The web site www.crowdfunding.com provides guidance on how to develop and operate a cloud-funding site, and presents some of the world's best performing sites. Some have raised billions of dollars for various causes – e.g. GoFundMe - www.gofundme.com.
5. Given the humanitarian and social dimensions of the UXO issue it would not be difficult to design, launch and operate successful cloud funding site with a URL like www.support-UXO-action.net (avoid '.com' which has commercial connotations), using very high-impact visual graphics and video stories to generate donor support. For maximum coverage this could be linked to a "mother site" like www.gofundme.com
6. The site could be linked to and supported by a mobile phone app, which communicates the impacts of UXO on Lao people and especially children, links to the cloud funding donation function, and provides donors with monthly updates on how their donation are being used, including case stories from the field, to help make donors feel good about their contributions (a method that is used by some humanitarian and wildlife conservation organizations). Donors could "adopt" a certain village or district where their donations are specifically used for UXO action, and provided with reports on progress there over time.
7. Funds received via the cloud-funding site could be channeled direct to a revitalised and reactivated UNDP-Lao UXO Trust Fund, with appropriate oversight mechanisms.
8. A small capital budget would be required to develop and launch the cloud funding site and app, however ongoing operating costs would be minimal and covered from the site's income.

9. It is recommended that the UNDP UXO team task one of its UNVs to drive development of the cloud funding site and app., with the support of national IT expert, with a target of making the site operational within three months.

A.14.3 Philanthropic organizations

1. To date UNDP has focussed exclusively on funding its UXO actions in Lao PDR from donor governments through Official Development Assistance (ODA), attracting relatively small funding amounts relative to the scale of the UXO problem. However, significant development assistance funds, potentially orders of magnitude greater than government sources, are available through non-government philanthropic organizations. These are nonprofit entities that utilize donated assets and income to provide social useful services, and include community foundations, endowments and charitable trusts. In many jurisdictions donations to philanthropic organizations are tax deductible which greatly stimulates the level of donations.
2. For many years now, private foundations have been playing an increasingly prominent role both in the scale of their giving and in their ability to set the agenda in international development. While traditionally, major private foundations have mainly supported charitable causes at home, their philanthropy is increasingly crossing borders, with the developing world receiving a larger share of total giving. For beneficiaries seeking alternatives to bilateral government donors, private foundation grants are becoming more and more important, and UNDP should be looking to these bodies as a potential source of support for UXO action in Lao PDR.
3. The top 10 philanthropic organizations are as follows, showing the total funds each provided to support international development programs in one year (USD, 2009) (www.devex.com). Amounts may be much higher in 2019, although data could not be found in the time-constraints of this evaluation. However these figures demonstrate the scale of funding that is available, and this list of 10 is only a small sample of the total number of philanthropic organizations worldwide.
 - a) Bill & Melinda Gates Foundation: \$2.5 billion
 - b) Open Society Foundations: \$404 million.
 - c) Ford Foundation: \$135 million.
 - d) William and Flora Hewlett Foundation: \$103 million.
 - e) Children's Investment Fund Foundation: \$96 million.
 - f) United Nations Foundation: \$108 million.
 - g) John D. and Catherine T. MacArthur Foundation: \$92.4 million
 - h) Conrad N. Hilton Foundation: \$67 million.
 - i) Rockefeller Foundation: \$55 million.
 - j) Gordon and Betty Moore Foundation: \$19.4 million
4. All of these organizations have a focus on human rights, poverty reduction and sustainable development, and publish clear guidelines and criteria for developing and submitting funding proposals. Given the development aspects of the UXO problem, the links to the SDGs and Lao PDR's current status as an LDC, with the right approach that emphasises the poverty reduction and development aspects, it should not be difficult for UNDP to secure potentially very major funding from one or more of these foundations.
5. It is recommended that the UNDP UXO team task one of its UNVs to research the current funding priorities, proposal processes and entry pathways and target dates for each of these and other relevant foundations, and produce an options and proposals paper which identifies best alignments, for consideration by the team.

A.14.4 Private sector - arms industry

1. To date UNDP has had virtually no engagement with the private sector to seek support for its UXO actions in Lao PDR, although there may be opportunities for significant support, including non-cash in-kind support. While it may seem like a radical idea to some, an obvious potential candidate for private sector support for UXO action is the arms industry itself. This would not be much different to the mining industry funding social development in areas where it operates, or the oil industry funding research on the mitigation of oil spill impacts – both of which are very common. It is understood that due to policy requirements UNDP itself



could not receive funds directly from the arms industry – but it should be possible to establish a Lao-based foundation to receive such funds.

2. Since 2009 the Netherlands-based INGO Pax for Peace (PAX) (www.paxforpeace.nl) has annually published a report titled “*Worldwide Investments in Cluster Munitions: A Shared Responsibility*”, which identifies cluster munition manufacturers, financial institutions that invest in companies that develop or produce cluster munitions, financial institutions disinvesting from producers of cluster munitions and states banning investments in cluster munitions. All reports are available at www.stopexplosiveinvestments.org/report.
3. The latest report was released in December 2018 and despite the international *Convention on Cluster Munitions* (CCM) which prohibits all use, stockpiling, production and transfer of cluster munitions, the report identifies seven companies remaining in the world that produce cluster munitions, with nearly all of them (six) being located in Asian countries as follows:
 - a) China Aerospace Science & Industry (China). ^{[[[} _{SEP]]]}
 - b) Norinco (China). ^{[[[} _{SEP]]]}
 - c) Hanwha (South Korea). ^{[[[} _{SEP]]]}
 - d) LigNex1 (South Korea).
 - e) Poongsan (South Korea). ^{[[[} _{SEP]]]}
 - f) Bharat Dynamics (India).
 - g) Avibras (Brazil).
4. The prominence of South Korea as a producer is understood to relate to security concerns over North Korea and the effectiveness of cluster munitions against a massed land army attack.
5. The PAX 2018 report states that the two major US arms producers that featured as cluster munitions producers in the 2017 edition of the report, Textron and Orbital ATK, have declared publicly that they no longer produce any cluster munitions. Orbital ATK even declared publicly “*cluster munitions have no place in the arsenal of a modern army*”.
6. Given that the UXO contamination in Lao PDR came from US sources (but probably at the time manufactured by different companies than those listed above), if the industry is to be approached to support UXO action in Lao PDR it would be logical to start with US companies. Given the recent termination of production of cluster munitions by Textron and Orbital ATK and especially Orbital ATK’s public statement, the corporate social responsibility climate at these companies might well be ripe for a successful approach.
7. If these companies are able to publicly state that not only have they stopped production, but they are also taking it a step further to fund or otherwise support UXO survey and clearance, their social licence benefits and improved investment profile would be enormous. If their funding was channeled through a properly constituted foundation, they could also claim tax deduction for their contribution.
8. Given the ongoing and substantive support for the UNDP Program from the South Korean Government through KOICA, it might also be possible to seek additional funding or other support from the three South Korean companies that manufacture cluster munitions.
9. It is recommended that UNDP at least explore this possible funding source.

ANNEX 15: Mock Up of UXOC Receipt & Flyer

- Paper Size A8 (74 mm high x 52 mm wide)
- Should be produced in several key languages by number of visitors, recommend at least English, French, German, Chinese, Japanese and Korean.

FRONT



LAO PEOPLE'S DEMOCRATIC REPUBLIC
National Regulatory Authority (NRA)
for UXO & Mine Action

International Visitor Arrival
Unexploded Ordnance Contribution (UXOC)
UXOC RECEIPT US\$10

During the 2nd Indo-China War (1964-1975) more than two million tons of bombs were dropped on the Lao People's Democratic Republic (Lao PDR), making it the most heavily bombed country in the world per capita.

Today, much of the country is still contaminated with cluster munitions and other UXO (please see map on reverse side). These have killed and injured tens of thousands of people over the last 40 years.

The presence of UXO across the country also negatively affects socio-economic development, by preventing safe access to land and increasing the costs of development projects due to the necessity for expensive and time-consuming clearance of UXO.

The Government of Lao PDR has been working with a range of international partners to address the UXO problem for many decades – yet it is estimated that more than 80 million cluster munitions remain spread across the country.

Your contribution goes towards our UXO program and is greatly appreciated.

For further information and to make additional contributions please see
www.support-UXO-action.net

REVERSE SIDE

FINALREPORT

UNDP Project IDs: 00101607 & 00105819

UNDP - Lao UXO Program 2017-2021: Mid Term Evaluation, End Evaluation of EU Contribution & Forward Looking Opportunities - Dec 2019.



ANNEX 16: Comparative Assessment of the Two Trust Fund Mechanisms

	Lao PDR Trust Fund for Clearance of Unexploded Ordnance	UNDP Trust Fund for Support to the Full Implementation of the CCM in the Lao PDR Within The Framework of The Vientiane Declaration of Aid Effectiveness
Start year (signing date);	1995	2010
End year:	Not specified in the Trust Fund TOR	The Fund shall terminate upon completion of all project identified pursuant to the TOR and after satisfaction of all commitments and liabilities arising there from.
Purpose:	The purpose of the Trust Fund is to provide special resources for a coherent programme of UXO clearance, community awareness, surveys and other related initiatives. it will be an effective means of mobilizing and delivering donor assistance to reduce the destructive impact caused by the remnants of war still littering large parts of the Lao PDR. In so doing, <u>the Trust Fund will ensure a flexible framework for donor coordination while promoting strong Government leadership of the overall programme.</u>	The Administrator establishes a Trust Fund under the financial regulations and rules of UNDP for the receipt and administration of the funds to mobilize additional resource needed to <u>enhance UNDP programme activities</u> related to the Full Implementation of the CCM in Lao PDR with the Framework of Vientiane Declaration on Aid Effectiveness.
Management / oversight arrangements:	Section V. Management of the Trust Fund of the TOR suggests that the overall responsibility of the UXO clearance programmes rests with the Government of Lao PDR in close cooperation with the UNRC of the Lao PDR, support by UNDP HQ and the United Nations Department of Humanitarian Assistance, and UNICEF. The UXO clearance programme shall be managed by a steering committee chaired by GoL, with representative ministries and provincial authorities, UNDP and UNICEF.	The Fund shall be administered by the UNDP in accordance with UNDP Financial Regulations and Rules. A Steering Committee chaired by the GOL and co-chaired by UNDP will be established to provide advice and recommendations on the operation of the Fund. The Steering Committee will normally attempt to make decisions by consensus. However, when a consensus cannot be found, decisions will be made on majority basis. <u>All decisions will need to be validated by UNDP to ensure compliance with the Fund's TOR and applicable rules and regulations.</u>
Expenditure approval arrangements:	The Trust Fund TOR suggests that the Steering Committee shall be responsible for: <ul style="list-style-type: none"> Review and selection of project proposals to be funded the Trust Fund, in accordance with the guidelines provides in the Agreement. Matching donor contributions (earmarked or un-earmarked) with project proposals as appropriate. etc In light of this, it is assumed that the Steering Committee is the body that makes expenditures approval.	Project management and expenditures shall be governed by regulations, rules and directives of UNDP and, where applicable, the regulations, rules and directives of the executing entities or implementing partners.
Strengths:	1. The Trust Fund TOR outlines clear categories of interventions shall be eligible to receive support from the Trust Fund; as well as special considerations to be taken into account	

	Lao PDR Trust Fund for Clearance of Unexploded Ordnance	UNDP Trust Fund for Support to the Full Implementation of the CCM in the Lao PDR Within The Framework of The Vientiane Declaration of Aid Effectiveness
	<p>when interventions are selected for funding.</p> <p>2. The Trust Fund TOR promotes government leadership by for having GOL representative as the chair of the UXO clearance programme steering committee. Trust Fund title "Lao PDR Trust Fund for Clearance of Unexploded Ordnance" also underlines GOL ownership.</p> <p>3. The TOR includes responsibilities of the GOL, UNDP and UNICEF in management of the Trust Fund.</p> <ul style="list-style-type: none"> - GOL (MLSW): e.g coordination and monitoring of the overall programme through preparation of a yearly workplan to serve as guide to UXO clearance efforts and to determine which areas should be clearance as a priority. - UNDP: e.g administration of the UNDP Trust Fund Account; active resource mobilization; regular monitoring and reporting to donors and the GOL on the use of the Trust Fund etc - UNICEF: e.g management of supplementary UNICEF Funding Window which is a supplementary to the main Trust Fund. The UNICEF funding widow is specifically intended to support community awareness programmes to reduce the number of accidents caused by UXO. 	
Weaknesses:	<p>1. Reporting on trust fund activities is limited to donors. Dissemination of information relating to the Trust Fund activities and operations to all national and international stakeholders is missing in the ToR.</p>	<p>1. The Trust Fund is very much A UNDP structure, everything is UNDP focus, starting from its title "UNDP Trust Fund for"; the Trust Fund is established under UNDP financial regulations and rules; UNDP shall utilize the Fund for the purpose of meeting the project objectives and financing the activities of the projects as approved by UNDP ... As such, it may not promote the principles of Vientiane Declaration on Aid Effectiveness³ which promotes increased country ownership over development policies, planning, implementation and aid coordination; better alignment of development partner's support to national policies and plans, and increased support to and use of national systems.</p> <p>2. The ToR focuses too much for on financial aspect, with limited attention of programmatic or development aspects that the Fund aims to address.</p> <p>3. Reporting on trust fund activities is limited to donors. Dissemination of information relating to the Trust Fund activities and operations to all national and international stakeholders is missing in the ToR.</p>

³ There are five principles under Vientiane Declaration on Aid Effectiveness: 1. Increased country ownership over development policies, planning, implementation and aid coordination; 2. Better alignment of development partner's support to national policies and plans, and increased support to and use of national systems; 3. Harmonisation and simplification of development partner's procedures and activities; 4. Managing for results in order to ensure effective use of resources; 5. Both government and development partners have mutual accountability for progress; the TOR seems not to support the first two.