

Country Programme Plan Lao PDR

I. ANALYSIS

1.0 Country Context Analysis

1.1 Brief overview

The rise of the Marxist Leninist Lao Peoples Revolutionary Party (LPRR) to power in 1975 marked the end of the Kingdom of Laos and the founding of Lao People's Democratic Republic (PDR). This was preceded by decades of civil war and heavy involvement in the larger Indochina war. The landlocked and mountainous Lao PDR is classified as a Least Developed Country (LDC) and is considered to one of the poorest countries in Asia. It is currently ranked as 133 out of 177 in the Human Development Index (2006). The population is estimated to be 5.6 million (National Census 2005) and is composed of 49 official ethnic groups, the most dominant of these being the ethnic Lao–Thai group who reside in the low land areas and constitute 67% of the population.

Geographic conditions restrict agriculture and pose difficulties in the development of trade, social infrastructure, and transport and communication links. Nevertheless, the country finds itself in the centre of a dynamic and prospering region, and progress is being made on several development indicators. The economy has been growing with an annual average of 6.3 % since 2002, the benefits, though, largely enjoyed by the income earners in the urban areas.

1.2 Participation

There is a striking deficit in peoples' participation in political and civic affairs. The monolithic LPRR controls all policymaking, there are no alternative legal platforms for expressing political views, and independent media does not exist. Civil society is very weak and there are limited opportunities for people to mobilize independently of the government and mass organizations to influence government policies and social, cultural and economic development. There is a pressing concern to empower people at the grass roots to voice their perspectives of emerging threats and developments affecting their lives to local authorities and the private sector.

Although there are variations between the ethnic groups, women tend to have low level of participation in decision-making in the families, communities and in the Government and Party system. Improvements have been made though to women's representation in the National Assembly, which currently stands at 25%. Despite this there are few women represented in the Pilot Bureau and Standing Committee and this is where the real power rests. The ethnic minorities also lack equitable representation in the Government and Party.

1.3 Equity

The country faces many development challenges, the most pertinent being the fact that more than 80 % of the population live in the rural and remote areas where there is poor access to basic infrastructure and social services. An estimated 32% of the population lives below the national poverty line.

Food security is a pressing concern and geographic and seasonal pockets of hunger exist. Capacity to achieve food security is particularly difficult for women and children, remote communities and smaller ethnic groups who lack the resources, power and awareness to seek information and support. The recent Poverty Assessment Report (NSCCPI, ADB,

SIDA, WB, 2006) concludes that there is a clear correlation between ethnicity and poverty: though ethnic minorities make up 1/3 of the population they make up more than half for the poor who mostly are living in the mountainous areas. The disparities extend beyond consumption poverty, to encompass other dimensions such as health and education. In the 47 poorest districts identified in the National Growth and Poverty Eradication Strategy (NGPES), much of the population is ethnic minorities living in remote upland areas. There are also socio-economic disparities within ethnic groups notably with respect to gender. Ethnic minority women are the most disadvantaged segment of Lao society performing 70 % of the agriculture and household tasks, having little access to labor saving technology, and bearing the main burden of weak access to health care and education. Girls and women comprise the largest segment of the illiterate population.

Lao PDR has in recent years seen a major drop in opium production. Despite this, opium is still being produced in 6 out of 11 provinces in the North and the country has one of the highest rates of opium addiction in the world. Traditional opium growers are semi-subsistence farmers from ethnic minorities living in highland areas where access is difficult. Despite the perceived good income from opium, opium-growing communities are poorer than farmers in the lowland. Given the availability of opium, recreational and medical use of the substance has led to widespread addiction. This has not been matched with an adequate development of treatment services. Most of the opium addicts are men and household heads, whilst women and children bear the burden of growing the opium to supply the addicted husband and fathers. Households with addicts are especially vulnerable as their productivity is significantly reduced. Communities affected by widespread opium addiction urgently need assistance in areas such as treatment and rehabilitation facilities and the development of alternative livelihoods to assist in the transition to a non opium based economy.

Until recently, natural resources such as land, forest and water were in abundance, whereas they are now undergoing rapid depletion. The rich tropical forest including Non-Timber Forest Products (NTFP) is under particular threat from logging and commercial agriculture such as establishment of large scale rubber plantations and traditional slash and burn agriculture. Resource scarcity is also increasingly leading to conflict between local communities, authorities and private investors. Foreign investment in trade of natural resource based products, large scale development such as roads, hydro power plants and mining, have also led to increased pressure on the environment, and can negatively impact on the livelihoods of the local communities if not properly mitigated. With the commercialization of agriculture and introduction of cash crops for foreign markets, there is also an increase in the use of chemicals which consequently pollute the eco-systems. Dangerous pollutants from mining operations are also affecting the livelihoods of small farmers and communities who often do not have sufficient knowledge and education to fully understand the seriousness of such threats. It is therefore urgent that rural populations are provided with information and awareness about these changes and that they are empowered to advocate and influence local plans and national policies.

Although progress has been made in the health sector in the form of a major growth in the number of hospitals, clinics and village health kits, the government's overall effort to meet the people's health rights is poor. The quality of the health sector is critically weak, and the awareness and utilization of the services remains low with less than 20% of sick people seeking care at hospitals and health centers. Gender and cultural biases mean that women and ethnic groups have less equitable access. The maternal mortality rate has declined over the last 10 years, but still stands at 405/100.000 (National Census 2005) compared to Burma's of 365/100.000. The official HIV prevalence rate is still low, but there has been an increase of reported cases of infected people. Awareness on HIV/STI and AIDS is limited and again ethnic minorities have least access to relevant information, especially in their own language. People Living with HIV (PLHIV) face a high

level of stigmatization and discrimination and restricted access to medical care for opportunistic infections and ARV treatment.

During the last decade, progress has also been made in the education sector; the number of schools has increased and the quality of education improved, along with the number of enrolments, including that of girls. Despite these positive developments, the same issue arises here as in the health sector. There are still major deficits related to gender, geographic location and ethnicity. The gender dimension is compounded by isolation, traditions and culture resulting in limited access for girls and young women to a service which is already poor.

1.4 Protection

As the country is being opened up to foreign investment, tourism, infrastructure development and increased geographic mobility, changes in the social fabric and social cohesion are taking place. This situation leaves children vulnerable, and in particular if the primary care giver is either absent or themselves vulnerable and unable to deal with the changes. This is compounded by lack of awareness on child rights and the existence of protection mechanisms. Ethnic minorities are in a weaker position to deal with the changes and ethnic minority girls are particularly at risk of sexual exploitation. The escalation of social problems such as human trafficking, prostitution and drug abuse, have left children more exposed than in the past, whereas the education system has limited ability to deal with these emerging threats. Weak protection mechanisms and limited resources allocated for the growing number of children in need of protection poses a real challenge.

Gender Based Violence is not well-researched and documented in Lao PDR. The Gender in Development Group's 2004 study is one of the few documents available, and concludes that violence against women in rural Lao communities remains widespread, but hidden. There is a blatant lack of support and protection mechanisms for survivors, their families and abusers who want to change. Despite Lao's ratification of Convention of Elimination of Discrimination against Women (CEDAW), violence against women is rarely perceived as violation of women's rights or public harm. There is no structural action or support to combat violence against women at either the community or national level and clear deficits in protection and awareness on women's rights under CEDAW and the national Law on Development and Protection of Women (2004) and the Law on Family (2004).

Human trafficking affects diverse groups of people and touches on a range of issues. Young women are most vulnerable to this crime that is linked to poverty, population growth, dysfunctional families, migration, and resettlement programs to mention some. Human trafficking is also the result of a demand for exploitative labor both domestically and in neighboring countries, and is flourishing in an environment with limited access to information and education and in male dominated society. The majority of the identified victims have been trafficked to Thailand, but young women in the North are at risk of being trafficked to China which faces a deficit of young women – an impact of the one child policy.

Many of the young women who have been trafficked are in need of protection upon their return to avoid re-trafficking. This is in particular the case for women who have been trafficked by family members or someone in their community. Some victims also need protection due to stigma and discrimination faced upon repatriation. There is a clearly identified gap in effective tracing and repatriation mechanisms, protection schemes and care & counseling for victims of human trafficking but also for victims of other forms of Gender Based Violence.

The recent rise and predicted acceleration of HIV and STI infection is a pressing issue. The concern includes poor access to protection measures such as information and condoms, and sex workers' weak ability to negotiate safe sex with male clients resisting condom use. The population at large lack education, awareness and opportunities to learn more about HIV and STI risks and protection. Again this situation is further compounded for the more marginalized groups.

1.5 Role of civil society and NCA partners

1.5.1 Role of civil society

Lao PDR is commonly characterized as being virtually devoid of civil society. Free speech, free association and free press are non-existent. There is no room for contesting political parties, the media is state owned, and the legal basis for civil society organizations is non-existent. According to Lao law, citizens have the right to form associations, provided that they do not contravene the law and are established and authorized by the State and the Party.

The Lao Government defines civil society as those organizations which confirm the interest of the State and the Party and regard the four mass organizations under the Party to constitute the major part of the Lao civil society. Despite this there are four sets of entities that might constitute a nascent Lao civil society: Religious, and in particular Buddhist associations, education support groups, sports organizations and economic and development support organizations (Martin Stuart Fox, Politics and Reform in Lao PDR, 2001). In the last few years, more than 20 non-profit associations (NPA) have applied for registration under the Prime Minister's Decree on establishment and operation of the Lao Union of Science and Engineering Association from 2005. Some of these might have the potential to develop into local NGOs once the space and the legal framework for civil society is established. These NPAs are diverse and range from those which are little more than employment generating for retired civil servants or consultants to genuine initiatives for development. This latter category is often made up of former INGO staff who have formed associations for training and capacity building.

The Lao Constitution guarantees freedom of religion and several Buddhist associations exist. Their primary function seems to be to mobilize local communities for religious festivals. However, a number of Buddhist monks and nuns are engaged in social development and welfare and carry out local development activities as well as drug and HIV and AIDS awareness programs. Despite the guarantee of freedom of religion, the Christian churches are closely monitored by state authorities, and are in some provinces facing a precarious situation. Despite this, the largest evangelical church is exploring new avenues of operating, and has recently been given permission to implement a water & sanitation program. Ad hoc groups, often formed by parents, mobilize local community for support to local school or raise money for education purposes. The authorities support sport activities, and a number of sport associations have been formed.

1.5.2 Role of NCA partners in civil society

Since the Lao civil society is at a nascent stage of its development, only a minor part of the Country Program is implemented by civil society partners. Therefore NCA has had an operational and semi-operational role since the inception of the program in Lao PDR, but has collaborated closely with government entities. Over the years opportunities for collaboration and support with the Lao civil society have been perused, however, the local authorities and mass organizations are still the main partners with the exception of the Lao Buddhist Development Council (LBDC) and Participatory Development and Education Centre (PADECT) and groups of PLHIV.

Despite the limitations that accompany working with local authorities and mass organizations, NCA consistently employs strategies to nurture empowerment of people at the grass roots and development of local civil society. The main methodologies used are

participatory working approaches, the establishment of interest and solidarity groups, and continuous advocating for these methodologies and training counterparts in their use.

It should be noted that the challenges to active participation of people at the grass roots are not only of political nature, but also related to traditional male dominated authoritarian cultures which excludes youth, women and segments of society based on clans or other criteria used in traditional society.

2.0 NCA's Added Value

The NCA program is served from the country representation in Vientiane which was established in 1993, and currently headed by an expatriate Area Representative (Laos and Burma) and staffed by 12 national employees who provide the programs with administrative, accounting, coordination and networking support. Most of the projects are implemented and supervised by staff at the 3 field offices in Luang Namtha, Bokeo and Savannakhet. In 2007 NCA employed around 50 persons (guards included). In addition to the overall management, capacity building and reporting of the Lao programme, the office is also raises funds in the region for the program in Lao PDR. Given NCA's long history in the country and record in implementing solid projects, a number of Embassy donors, UN organisations and International NGOs have contributed funding to the program. It is likely that the program will expand in the remaining part of this planning period with funds from external donors. The experiences in the field of alternative development for opium farmers and assistance to community based drug addiction treatment, and Community Based Care and Support to People Living with HIV and AIDS should be mentioned as areas of particular competence. The program in Lao PDR has also taken an active position on developing staff capacity and competencies and raising awareness of partners and communities about the vulnerability of children and women to sexual abuses and on their human rights. The program is steadily moving in a direction of being rights based and the Convention on the Rights of the Child (CRC) serves as a non- threatening entrance point to human right. The NCA representative maintains a dialogue with the Norwegian Embassy in Hanoi and meets with Embassy staff several times a year.

The office in Vientiane also serves as a regional representation and the Area Representative for Thailand and Indonesia & Regional Finance Advisor is based in Vientiane. The representation in Vientiane offers support to partner organisations in the region for financial management. NCA and Church World Service (CWS) are the ACT members working in the country, and NCA has by far the largest program of the two.

II. NCA INTERVENTION STRATEGY

3.0 Thematic analysis and priorities

The Country Program Plan for Lao PDR responds to NCA's Global Strategic Plan 2005-2009, experiences gained during the first 2 1/2 years of implementing the country program plan, and the deficit analysis outlined in Chapter 1. The plan also responds to several project evaluations carried out over the last 2 -3 years including the evaluation of the NCA Lao HIV and AIDS program (2005) and Global HIV and Aids evaluation (2006). The allegations set forward in April 2006 of NCA staff abuse of ethnic minority children and women in Northern Lao PDR has also shaped the clear focus on raising awareness among staff, partners and target communities about the vulnerability of children and women to abuse and the responsibility to prevent and report abuses and to protect

vulnerable groups. The plan also responds to lessons learned on gender and the need to move forward on gender mainstreaming, and to the reiterated focus on environmental protection and climate change. Although environmental protection has been an clear objective in the integrated rural development projects over the years, threats to environment and livelihood have recently also come from the rapid commercialization of agriculture in the upland areas and This situation has highlighted the need for awareness raising among partner agencies concerning the interrelatedness between environmental change, commercialization of agriculture and poverty.

An overall challenge for NCA in Lao PDR is to move the rights agenda forward in the face of the political constrains and practically non-existent civil society. However, Lao PDR is a signatory to the Millennium Declaration and various Human Rights instruments, and this constitutes a framework to address right issues. The country has ratified the Convention on the Rights on the Child (CRC) and Convention for Elimination on all Forms of Discrimination against Women (CEDAW) and has signed the International Convention on Civil and Political Rights (ICCPR) and the International Covenant on Economic, Social and Civil and Political rights (ICESR) which are being prepared for ratification.

3.1 Specific rights to be addressed by the program

The identified deficits in the country context analysis can be addressed though the Human Rights framework and the Lao laws identified below.

The communities lack of, or restricted access to, information and education on Gender Based Violence (GBV), including human trafficking, and access to appropriate protection mechanisms for victims of violence will be addressed through the thematic focus area *Gender Based Violence*. The program will build on the entitlements provided through CEDAW, Lao laws such as "Law on Development and Protection of Women", Art. 32-36 of CRC which provides for the right to protection from different forms of exploitation, Art. 5-7 of the IESCR which protects the rights for individuals to freely choose their work and employment and Art. 8 of the CPR where protection from slavery and forced labor is stipulated.

Large segments of the population are vulnerable to HIV and STI infections and face deficits in accessing relevant information and education about prevention, and opportunities for protection through equitable access to condoms. Quality care and support for PLHIV is weak, including the existence of efficient strategies for reduction of stigma and discrimination. The right holders' claims will be addressed though the thematic focus area for *HIV and AIDS* and the entitlements will be dealt with under the rights framework and respond to the claims for rights to life and freedom from discrimination which are embedded in most human rights charters including UDHR Art. 2-3. The right to physical and mental health is protected by ICESCR Art 12, and additional relevant rights are enshrined in the ASEAN Declaration of 2001 (Lao PDR is a member) and implied in the Lao Government's HIV and AIDS Policy.

Major deficits have been identified in participation in civic and political affairs, particularly in relation to development and change that impact on people's lives and livelihood opportunities. This contravenes Art. 25. of the CPR which gives the right to participate in public affairs and to vote freely in fair elections and Art. 22 which gives right to freedom of association. The deficits and threats to community well-being and livelihoods translated to the right to UNDHR Art 25, 26 and ICESDR Art. 1, 3, 11 - 15. Some rights like education are already seen in the Lao constitution and international instruments are gradually being reflected in national laws. The identified shortfalls will be addressed through the thematic focus area *Participation, Community Development and Accountable Government*.

3.2 Thematic focus

NCA will in Lao PDR strive to uphold human dignity through interventions aimed at responding to the identified gaps and deficits in participation, equity and protection for vulnerable and marginalized groups linked to the following thematic priorities.

3.2.1 HIV and AIDS

The focus will be to empower targeted communities, sex workers and PLHIV, to access the care, support and protection they require to live healthy and dignified lives in the face of increasing vulnerability to HIV and STI infections. The main strategies will be to build capacity with partners from the grass root up to the provincial level, and to advocate for appropriation of adequate resources to meet the entitlements of people at risk of HIV and STI infections and PLHIV. Particular attention will be given to ethnic minorities' rights to HIV and AIDS information, education and protection. NCA is one of the few international organizations working with this group of rights holders in this thematic area. These groups are otherwise largely excluded from the mainstream HIV and AIDS programs, despite being listed as a target group in the national strategy plan for HIV and AIDS.

3.2.2 Gender-Based Violence

Under this focus area, NCA aims to reduce gender-based violence through empowerment and protection of children, youth and women and through means of information, education and awareness raising among communities and duty bearers. This will be done by drawing on the provisions mapped out in CEDAW, CRC and related Lao legal frameworks. The NCA Protection Policy, which includes the ACT International's Code of Conduct, will also be used to strengthen NCA staff and partner agencies' understanding.

In cooperation with Lao Youth Union, the aim is to empower youth in two provinces with high migration rates, Bokeo and Savannakhet, to be active partners in the implementation of the human trafficking and safe migration program. The main strategies will be awareness rising, through training and mobilisation via sport and culture events in schools and communities, and establishing youth networks. Human trafficking is still a sensitive issue in Lao PDR, but partners' capacity and confidence to take on this issue will be strengthened by training in CRC, CEDAW and related Lao legislation.

Awareness on Gender Based Violence, including domestic violence and its interrelatedness to HIV and AIDS, will be dealt with as a cross cutting issue and will be based on the legal provision available. On the organisational level, NCA will strive to mainstream gender and continue to build capacity on gender among staff.

3.2.3 Participation, community development and accountable governance

The aim of this wide focus area is to achieve sustainable community development through active participation and accountability of right holders and duty bearers, male and female. A major part of this focus area will be to strengthen the livelihood of marginalised ethnic minorities through interventions for sustainable agriculture & natural resource management, improved access to health care and community managed water & sanitation, relevant and quality primary education and improved community capacity to deal with drug addiction problems (opium and amphetamines). A community development approach, with a focus on participation and empowerment of the rights holders and their institutions, will be employed. Another component will be to build the capacity of the Faith Based Community, namely the Buddhist monks and nuns, for grass root leadership and community development. The program will also seek to strengthen governance and accountability of the duty bearers, namely the government partner agencies.

4.0 Strategies for rights holders and duty bearers

Under the Country Program Plan NCA will use well-proven strategies for engaging, and facilitating linkages between, the right holders and duty bearers listed below:

4.1 Rights holders

The following rights holders will be engaged:

- Ethnic minority communities (Akha, Lahu and Khmu), including children, youth, women and girls in Northwestern Laos, to be empowered in relation to livelihood development, prevention of HIV and AIDS infection and prevention of Gender Based Violence (i.e. human trafficking).
- Chinese migrant workers in Northwestern Laos vulnerable to HIV/STI and AIDS
- Sex workers, including Vietnamese migrants, in Northwestern and Southern Lao PDR vulnerable to HIV/STI and AIDS.
- PLHIV in Northwestern and Southern Lao PDR in need of care and support
- Youth and children in Northern and Southern Lao PDR vulnerable to human trafficking and exploitation.

The main strategies for engaging, empowering and securing the rights of the rights holders are:

- Achieving active participation at the grassroots in project design, implementation, monitoring and reporting.
- Securing access to relevant, high quality Information, Education and Communication material (IEC) for awareness raising, training and education.
- Facilitating group formation, developing peer educators and fostering leadership through training, study trips, exchanges and scholarships.
- Ensuring sustainable access to materials for development of livelihoods, education and health.

4.2 Duty bearers

Under the rights based approach the Government is recognized as the ultimate duty bearer and NCA engages the following institutions/agencies and organizations:

- National, Provincial and District Committees for Control of Aids
- Mass Organizations including Provincial Lao Youth Unions and Lao Women's Union
- Provincial and District Authorities including District Committees for Drug Control, District Agriculture and Forestry Offices, District Education Offices and District Health Offices
- Village authorities and community leaders
- Buddhist Sangha
- NCA staff

The main strategies for engaging the duty bearers are:

- Strengthening individual staff and institutions through training, workshops and study trips.
- Networking and bringing partners together for sharing and collaboration.
- Building long-term partnerships and advocacy.
- Enabling research, documentation and information sharing.

5.0 Geographic focus

As analyzed above, there is a high correlation between poverty and ethnic minorities, the bulk of whom reside in the upland rural areas. These areas will be given priority for the livelihood development programs and will target areas I identified as the 47 poorest districts in the country that have been singled out for additional assistance under the National Growth and Poverty Eradication Strategy (NGPES). The provinces in the Northwest will be given priority for livelihood development, GBV and HIV and AIDS. Southern Lao PDR, including the provinces of Savannakhet, Champassak and Sekong, will also be prioritized for interventions on GBV and HIV and AIDS.

III. PROGRAMME IMPLEMENTATION

6.0 Program objectives per thematic focus are

6.1 HIV and AIDS

Overall goal: Access to information and protection of HIV /STI infection improved and care and support for PLHIV strengthen through reduction of stigma and discrimination.

1 Specific Objective:	Indicator	Means of Verification
People infected and affected of HIV and AIDS are empowered to claim rights to care and support and through openness challenge stigmatization.	Opportunistic infections Home visit of Duty Bearers (medical staff, communities). Active PLHIV groups.	Quarterly, annual and evaluation reports by the projects/program. Reports of hospitals and CHAS. Interviews.
1.1 Expected results	Indicator	Means of Verification
Mental and physical health of rights holders infected and affected by HIV and AIDS improved.	Level of opportunistic infections. Home visits by Duty Bearers (medical staff, communities).	Quarterly, annual and evaluation reports. Reports of provincial/district hospitals. Interviews with members of self-help groups.
1.2 Expected results	Indicator	Means of Verification
Stigma and discrimination against PLHIV reduced within communities and schools.	Communities with active PLHIV groups. Schools that allow children of PLHIV or positive children to study in their school.	As above.

2 Specific Objective:	Indicator	Means of Verification
Vulnerable groups, especially ethnic minorities and sex workers, are empowered to claim their rights and have access to protection from HIV and STI infections through increased knowledge, changed attitudes and condom use.	Active peer educators Relevant types of IEC materials for the rights holders. Condom use.	Quarterly, annual and evaluation reports by the projects/program Reports of DCCA and PCCA. Interviews.

2.1 Expected results	Indicator	Means of Verification
Ethnic minorities, male/female empowered to prevent HIV and STI infection.	Active peer educators. Relevant types of IEC materials for the rights holders. Condoms used by the rights holders. Communities that have resilience to STI and HIV and AIDS.	Records of peer educators. Different types of IEC materials. Record from drug store on sale of condoms. Reports from NCA. Interviews with rights holders. Evaluation report.
2.2 Expected results	Indicator	Means of Verification
Female sex workers have knowledge and skills to protect themselves and their clients from the spread of HIV and STI.	Active peer educators. Number of friends reached by peer educators. Condom use.	Records of peer educators. Reports from project supported by Global Fund. Interviews with sex workers. Evaluation report.

Assumptions

- NCA will be able to raise financial resources to the program.
- Partners will have capacity to render the identified interventions.
- More openness in society to HIV and AIDS and less discrimination.
- Condoms available at low cost.

Risks

- Increase number of PLHIV and insufficient capacity to provide treatment, care and support.
- Thai Government policy on treating Lao PLHIV ceases.
- Casino owners and Chinese migrant workers may not respond positively to advocacy.
- Ethnic communities, especially girls, are not empowered to negotiate with internal culture and external influences.
- Intravenous Drug Use.

Links between Partners and Program Objectives

Core Partners	Type of Organisation	Geographic Focus	Intervention
National, Provincial and District Committees for Control of Aids (CCA)	Other (Government partner)	Nation wide	- People infected and affected of HIV and AIDS are empowered to claim rights to care and support and through openness challenge stigmatization. Vulnerable groups, especially ethnic minorities and sex workers, are empowered to claim their rights and access to protection from HIV and STI infections through increased knowledge, changed attitudes and condom use.
National Centre for Control of AIDS (CHAS)	Other (Government partner)	Nation wide	People infected and affected of HIV and AIDS are empowered to claim rights to care and support and through openness challenge stigmatization.

			Vulnerable groups, especially ethnic minorities and sex workers, are empowered to claim their rights and access to protection from HIV and STI infections through increased knowledge, changed attitudes and condom use.
Strategic Alliances			
Global Fund	Other (UN Agency)	Nation wide	<p>People infected and affected of HIV and AIDS are empowered to claim rights to care and support and through openness challenge stigmatization.</p> <p>Vulnerable groups, especially ethnic minorities and sex workers, are empowered to claim their rights and access to protection from HIV and STI infections through increased knowledge, changed attitudes and condom use.</p>
UNAIDS	Other (UN Agency)	Nation wide	<p>People infected and affected of HIV and AIDS are empowered to claim rights to care and support and through openness challenge stigmatization.</p> <p>Vulnerable groups, especially ethnic minorities and sex workers, are empowered to claim their rights and access to protection from HIV and STI infections through increased knowledge, changed attitudes and condom use.</p>
UNICEF	Other (UN Agency)	Nation wide	<p>People infected and affected of HIV and AIDS are empowered to claim rights to care and support and through openness challenge stigmatization.</p> <p>Vulnerable groups, especially ethnic minorities and sex workers, are empowered to claim their rights and access to protection from HIV and STI infections through increased knowledge, changed attitudes and condom use.</p>

6.2 Gender Based Violence

Overall goal: Gender based violence reduced through empowerment of and protection of women and children by utilizing the provisions of CEDAW, CRC and the Lao legal framework.

1 Specific Objective:	Indicator	Means of Verification
Increased awareness of CRC/CEDAW and Lao legal framework related to women and children among male/female rights holders and duty bearers.	Communities aware of CRC/CRC and Lao legal framework and claim their rights. Partners aware of CRC/CRC and Lao legal framework.	Project reports, Monitoring trip reports, surveys Evaluation reports. Interviews.
1.1 Expected results	Indicator	Means of Verification
Duty bearers assumed responsibility to protect male/female rights holders.	Duty Bearer offer protection for rights holders.	Project reports. Monitoring trip reports. Surveys. Evaluation reports. Interviews.
1.2 Expected results	Indicator	Means of Verification
Male/female rights holders empowered to claim their rights stated in CRC/CEDAW and Lao legal framework.	Communities claiming rights stated under the CRC/CEDAW and Lao legal framework.	Project reports. Monitoring trip reports. Survey. Evaluation reports Interviews

2 Specific Objective:	Indicator	Means of Verification
Increased awareness of domestic violence among male/female right holders and duty bearers.	Communities / authorities take action on domestic violence.	Project reports. Interviews. Monitoring trip reports. Surveys. Evaluation reports. Interviews.
2.1 Expected results	Indicator	Means of Verification
Increased understanding and openness in the communities on domestic violence	Cases of domestic violence reported.	Interviews. Reports.

3 Specific Objective:	Indicator	Means of Verification
Reduced vulnerability to human trafficking and exploitation of male/female children and youth through training, information and education.	Rights holders can identify how to avoid becoming victims of trafficking. Duty bearer's response to human trafficking improved.	Reports. Interviews.
3.1 Expected results	Indicator	Means of Verification
Children and youth empowered to avoid risk of human trafficking and exploitation.	Children and youth involved in the anti trafficking youth network.	Project reports.
3.2 Expected results	Indicator	Means of Verification
Duty bearers have knowledge, skills and attitudes required to respond to trafficking issue.	Level of cooperation between partners in tracing and victims support strengthened.	Project reports.

Assumptions

- NCA will be able to raise financial resources to the program.
- Partners will have capacity to render the identified interventions.
- More openness in society to GBV.

Risks

- Partners will not get sufficient support from national level for addressing sensitive issues.
- Security threat to NCA staff and partners from human traffickers.

Links between partners and program objectives:

Core Partners	Type of Organisation	Geographic Focus	Intervention
Lao Youth Union (LYU)	Other (Mass organisation)	Savannakhet and Bokeo	Right holders (men, women are children) and duty bearers are aware of CRC/CEDAW and Lao legal frame work related to women and children/ To strengthen government partners/mass organizations to assume responsibilities and perform duties with transparency and accountability.
Resource Organisations			
Development Education for Daughters and Communities (DEPDC)	Other	Bokeo and Savannakhet	Reduced vulnerability to trafficking and exploitation of right holders (man, women and children) related to internal and cross border migration in the target areas.
Participatory Development Training Centre	Other	Nation wide	Empowerment of the ethnic minorities' children through relevant and quality education.
Strategic Alliances			
UNIAP	Other (UN Agency)	Nation wide	Reduced vulnerability to trafficking and exploitation of right holders (man, women and children) related to internal and cross border migration in the target areas.
UNIFEM	Other (UN Agency)	Nation wide	Reduced vulnerability to trafficking and exploitation of right holders (man, women and children) related to internal and cross border migration in the target areas.

6.3 Participation, community development and accountable governance

Overall goal: Sustainable community development achieved through active participation and accountability of right holders and duty bearers.

1 Specific Objective	Indicator	Source of Verification
Civil society strengthened through dialog and leadership training for Buddhist monks and nuns engaged in community and social development.	Communities with Buddhist monks and nuns engaged in community and social development.	Partners Reports. Monitoring trip report. Interviews.

1.1 Expected result	Indicator	Source of Verification
The Buddhist community socially engaged and able to facilitate social development at community level.	Communities with Buddhist monks and nuns engaged in community and social development.	Partners reports. Monitoring trip reports. Interviews.
1.2 Expected result	Indicator	Source of Verification
Village institutions more representative and strengthened and actively engaged in the development processes.	Active village institutions engaged in the development process	Partners reports. Monitoring trip reports. Interviews

2 Specific objective	Indicator	Source of Verification
Government partners/ mass organizations strengthened to assume responsibilities and perform duties with transparency and accountability.	Qualified government partners/mass organizations in the target districts.	Partners reports. Projects reports.
2.1 Expected result	Indicator	Source of Verification
Government partners/ mass organisations have taken active ownership of development initiatives and have the knowledge, skills and attitudes required to perform their duties responsibly.	Qualified government partners/mass organizations in the target districts.	Partners reports. Projects reports.

3 Specific Objective	Indicator	Means of Verification
Food security increased and better livelihood opportunities for ethnic minority communities, men/women/children in target areas.	Rate of rice sufficiency. Incidences of most common diseases. Mortality rate. Morbidity rate. School enrollment rate. Drug addiction rate.	Project reports. Monitoring trip reports. Surveys. Evaluation reports. Interviews. Observation.
3.1 Expected results	Indicator	Means of Verification
Improved food security with adequate and balanced nutrition for men/women/children.	Villages with food security. Households with sufficient food and good quality of nutrition.	Quarterly, annual, evaluation reports. Interviews. Observation. Baseline data.
3.2 Expected results	Indicator	Means of Verification
Appropriate technologies adapted for sustainable agriculture and income generation, ie livestock, cash crops, NTFP and handicraft.	The number of rights holders utilizing appropriate technologies. Income generation of the rights holders has increased from livestock, cash crops, NTFP and handicraft.	Quarterly, annual, evaluation reports. Interviews. Observation. Baseline data.
3.3 Expected results	Indicator	Means of Verification
Male/female rights holders actively engaged in decision-making related to land use planning and allocation.	Villages actively engaged in the land use plan and allocation process.	Se Quarterly, annual, evaluation reports. Interviews. Observation. Baseline data.

4 Specific Objective	Indicator	Means of Verification
Community based health care strengthened and improved access to health information, services and health infrastructure	All the rights holders have access to primary health care services. Improve health indicators for community	Reports of the mobile teams and health district office.
4.1 Expected result	Indicator	Source of Verification
Male/female rights holders have better access to outreach health care, clinics and hospitals.	Visits by outreach team. Clinic and hospital records.	Reports of the mobile teams and health district office.
4.2 Expected results	Indicator	Means of Verification
The communities' capacity for primary health care strengthened.	Reduced number of reported cases of most common diseases.	
4.3 Expected results	Indicator	Means of Verification
Access to and education on water and sanitation improved.	Reduced number of reported cases of water burned deceased. Water supply systems.	Project and health district report.

5 Specific Objective	Indicator	Means of Verification
Improved access, relevance and quality of primary education for ethnic minority children (boys and girls)	Boy's and girl's school enrolment rate. Participation of parents and children in school activities.	Project progress Reports and Evaluation report.
5.1 Expected result	Indicator	Source of Verification
School attendance increased with reduced drop out rate.	Boy's and girl's school enrolment and attendance.	Progress Reports.
5.2 Expected results	Indicator	Means of Verification
Class room teaching improved and relevant curriculum introduced.	Local curriculum developed and used in the target schools.	Project Report and district education office. Extra local curriculum.
5.3 Expected results	Indicator	Means of Verification
Wider community engagement in the education process.	Parents and community actively engaged in school support.	Progress, annual reports. Interviews.

6 Specific Objective	Indicator	Means of Verification
Community and district drug prevention services strengthened.	Communities and district authorities actively manage drug prevention program.	Quarterly/ annual report. Evaluation report. Interviews.
6.1 Expected result	Indicator	Source of Verification
Communities able to deal with drug issues using their own resources and government services.	Reduction in drug addiction and prevalence in the communities.	Quarterly/ annual report. Evaluation report. Interviews.
6.2 Expected results	Indicator	Means of Verification
District authorities have capacity to respond to local drug issues.	Reduction in drug addiction and prevalence in target areas.	Quarterly/ annual report. Evaluation report. Interviews.

Assumptions

- NCA will be able to raise financial resources to the program.
- Partners will have capacity to render the identified interventions.

Risks

- Opportunities for Buddhist monks and nuns to engage in social development restricted
- Restrictive policy environment hamper active participation of right holders and the empowerment processes.
- Limited government resources to support livelihood development.
- Livelihoods threatened by conflict over natural resources or loss of control of natural resources.
- Increase availability of amphetamines.
- Less government attention to opium supply reduction, increased production and increase level of opium addictions.
-

Links between partners and program objectives:

Core Partners	Type of Organisation	Geographic Focus	Intervention
Provincial and District Authorities including District Committees for Drug Control	Other (Government partner)	Bokeo and Luang Namtha	To strengthen government partners/mass organizations to assume responsibilities and perform duties with transparency and accountability/ -Increased food security and livelihood opportunity of the rights holders / Increased food security and livelihood opportunity of the rights holders
Lao Buddhist for Development	Church/Faith based	Vientiane	To strengthen the civil society through dialog and leadership training for the Buddhist and grass root communities.
Participatory Development Training Centre	Other	Nation wide	Empowerment of the ethnic minorities' children through relevant and quality education. To strengthen the civil society through dialog and leadership training for the Buddhist and grass root communities.
Resource Organisations			
Pestalozzi Children Foundation (PCF)	Other	Luang Namtha	Empowerment of the ethnic minority children through relevant and quality education.
Spirit in Education Movement (SEM)	Church/Faith based	Vientiane	To strengthen civil society through dialog and leadership training for Buddhist and grass root communities.
Heifer Foundation International	Other	Bokeo	Increased food security and livelihood opportunity of the rights holders.
Gender in Development Group	Other	Nation wide	Right holders (men, women are children) and duty bearers are aware of CRC/CEDAW and Lao legal framework related to women and children.

Strategic Alliances			
United Office for Narcotics ODC	Other (UN Agency)	Nation wide	Community and district services strengthened for drug demand prevention.
World Food Program	Other (UN Agency)	Nation wide	Increased food security and livelihood opportunity of the rights holders.

7.0 Rationale for choice of partners, resource organizations, and strategic alliances

7.1 Capacity of NCA partners

The knowledge and capacity of the work force in Lao PDR is critically low and poses a major challenge to all development cooperation in the country. With no exception, NCA partner capacity is generally weak both in terms of technical capabilities and in terms of manpower, though it is being strengthened through the collaboration with NCA and other international agencies. In some districts significant improvement in technical ability has been observed with positive results for the areas singled out for intervention. Despite these weaknesses, it is envisaged that in close collaboration with NCA staff, the current partners will have the necessary capacity to achieve the identified goals and objectives. Some of the deficits identified in the analysis above can be addressed by these partners, but to a large extent is the government also an object for advocacy for policy changes required to address root causes of the deficits in participation, equity and protection.

NCA staff capacity is at an acceptable level given the human resource situation in the country, but needs to be further developed in the remaining part of this planning period. This will be elaborated under Chapter 8.

7.2 Partnership strategy

NCA's country program for Lao PDR is technically implemented and reported by NCA staff for reasons elaborated in Chapter 1.5 and 2. However, the program is implemented through partnerships, and the partnership strategy is shaped by the political realities of the country which provide limited opportunities to partner with local civil society organizations including local churches. Some opportunities exist though particularly in relation to work with Buddhist organizations. The partnership with Spirit in Education (SEM), a Thai based NGO, whose program is implemented in partnership with the local organization Participatory Development Training Centre (PADECT) and Lao Buddhist Development Council (LBDC) represent positive prospects. NCA also seeks to work with local youth groups, sport clubs etc and with groups of PLHIV, however, these collaborations will always have to sanction by government authorities which pose as the formal partners. Although many limitations are faced, the partnership with the government authorities can be regarded as a positive opportunity to influence plans and policies and the officials' knowledge, attitudes and skills. The benefits of training and skills development are likely to stay with the government. Capacity building is a precondition for fruitful collaboration and partnerships. Although NCA has an operational or semi-operational role, partner capacity is essential, and it is assessed that NCA has the capacity to further develop the relationship with, and capacity of, the identified partner agencies. Female representation in the partner agencies is being dealt with through the organization's gender mainstreaming strategy.

7.3 Overview of Partners

Core Partners

Name of partner	Committees for Control of Aids (CCA) at village, district, provincial and national level
Year of Foundation	1988
Mission	Coordinate the national responses to HIV and AIDS
Constituency	-
Geographic Focus	Nation wide
Thematic Focus	Prevention of HIV and AIDS and treatment and support to PLHIV
Strategies	Coordinate HIV and Aids responses Implement and monitor interventions
Role in Civil Society	Government / Party committees
Particular Achievements	-
Relationship with NCA	Implementing partners for the NCA HIV and Aids program
Start of Cooperation	1993
NCA's rationale for relationship	To build capacity of the main duty bearer for HIV and AIDS and through the committees get access to vulnerable populations
Planned increase; decrease; phase-out	Increase with funding from Global Fund
Strategic Potential for Future Cooperation	Potential for further collaboration
Partners, other than NCA	INGOS, international donor agencies and Global Fund

Name of partner	National Centre for HIV and AIDS/STI (CHAS)
Year of Foundation	
Mission	Coordinate the national responses to HIV and AIDS
Constituency	-
Geographic Focus	Nation wide
Thematic Focus	Prevention of HIV and AIDS and treatment and support to PLHIV
Strategies	Coordination of the National HIV and AIDS plans
Role in Civil Society	Government institution
Particular Achievements	-
Relationship with NCA	Coordination and sanction project MOUs
Start of Cooperation	1993
NCA's rationale for relationship	To build capacity of the main duty bearer for HIV and AIDS and through the committees get access to vulnerable populations
Planned increase; decrease; phase-out	Increase with funding from Global Fund
Strategic Potential for Future Cooperation	Potential for further collaboration
Partners, other than NCA	INGOS, international donor agencies and Global Fund

Name of partner	Lao Youth Union
Year of Foundation	1955
Mission	
Constituency	Lao youth 15-35
Geographic Focus	Savannakhet 2 target districts: Xayphouthong, Atsaphangthong Bokeo 2 districts: Houeyxai, Tonpheung
Thematic Focus	Human trafficking, Violence Against Women & Children
Strategies	Advocacy on trafficking/ domestic violence for duty bearers, awareness raising on migration/ trafficking for vulnerable groups of children and youth; promotion of safe migration
Role in Civil Society	Mass organization

Particular Achievements	<ul style="list-style-type: none"> - Advisory committees set up at province/ district level to response to legal migration/ human trafficking - - Awareness on consequences of cross-border migration was raised for school children, young people, and villagers of 6 target villages covering over 700 households. - - Context of human trafficking has been advocated to district/ province government staff involved in the project implementation coordination. -
Relationship with NCA	Implement projects with financial support and backstopping from NCA
Start of Cooperation	Since April 2002 for Savannakhet, since 2007 for Bokeo
NCA's rationale for relationship	Partner with reach to identified target group and supported from the national level to address human trafficking
Planned increase; decrease; phase-out	From 2008 NCA plans to extend the project target area to include 2 more districts: Phine and Phalanxai in Savannakhet.
Strategic Potential for Future Cooperation	Potential to expand geographically and continue to build capacity for prevention of human trafficking
Partners, other than NCA	UNICEF, UXO Lao, UNFPA

Name of partner	Provincial and District Authorities in Luang Namtha and Bokeo including Long District Committees for Drug Control
Year of Foundation	1975
Mission	-
Constituency	-
Geographic Focus	Bokeo and Luang Namtha
Thematic Focus	-
Strategies	-
Role in Civil Society	Government Partners
Particular Achievements	-
Relationship with NCA	NCA implements program in close collaboration with partner agencies.
Start of Cooperation	1993
NCA's rationale for relationship	Build capacity and challenge duty bearers to fulfill obligations to the rights holders in the program
Planned increase; decrease; phase-out	Increase in the current target areas
Strategic Potential for Future Cooperation	Potential for further collaboration
Partners, other than NCA	INGOS and international donor agencies

Name of partner	The Participatory Development Training Centre(PADETC)
Year of Foundation	1996
Mission	Improving the quality of education for youth development, and promoting development-related small and medium enterprises (SMEs) in key areas to help the poor help themselves.
Constituency	<p>PADETC is a private non-profit Lao institution. PADETC headquarter is situated in Vientiane Capital.</p> <p>This organization grew from a group of five Lao development workers who works on agriculture and participatory process in rural areas throughout Laos. They carried out their work on project basis, with support from international NGOs. in 1996 PADETC registered with the Department of Private Education under the ministry of education of Lao PDR. PADETC is an independent</p>

	organization, and it is managed and operated by all Lao staff members. Presently it has a staff of 23 members, dividing into 5 units: administration and finance 1 unit, and 4 units of programming activities.
Geographic Focus	PADETC provides services on training at its headquarter, or in provinces/ districts cross the country
Thematic Focus	PADETC's thematic focus are: <ul style="list-style-type: none"> - the quality of education for youth development; - promoting small and medium enterprises (SMEs) - sustainable development obtained in balance of social harmony, economic development and environmental harmony.
Strategies	PADETC aims to build on the existing strengths of Lao society by creating forums for sharing of ideas, by creating solutions specific to and appropriate for Laos. PADETC seeks to ensure that its program and activities provide long-term benefit for the poorest and most marginalized in Lao society.
Role in Civil Society	PADETC plays the role of an educational institution with focus on development of the quality of education, and working as a non-profit organization.
Particular Achievements	<ul style="list-style-type: none"> - Provided training for the youth regarding the quality school and quality education; - provided training on sustainable development through participatory development process; - encouragement for small and medium enterprises.
Relationship with NCA	To NCA, PADETC serves as resource for training / IEC materials in connection with campaign media on drugs reduction, prevention & control of HIV and Aids, primary health care and peer education. It also implements the Grass roots leadership training program for the Lao Sangha in collaboration with LBDC and SEM
Start of Cooperation	1995
NCA's rationale for relationship	NCA used consulting services of PADETC before it officially registered in 1996, especially during the implementation of Bokeo/ Luang Namtha Drug Supply & Demand reduction project.
Planned increase; decrease; phase-out	NCA will keep relation with PADETC as resource of training and consulting services for the youth education and training, especially for the minority education project in Long district, and trafficking prevention project(youth network) in Bokeo province.
Strategic Potential for Future Cooperation	To develop curriculum for peer education training under the human trafficking projects in Bokeo and Savannakhet province
Partners, other than NCA	LYU, LWU, National University, colleges, mass organizations in other provinces.

Name of partner	Lao Buddhism for Development
Year of Foundation	2003
Mission	Engaged Buddhism for Lao society
Constituency	Buddhist communities in Lao PDR
Geographic Focus	Main activities takes place in Vientiane but with participants from several provinces
Thematic Focus	Engaged Buddhism for social development
Strategies	Awareness raising through training of Buddhist monks and nuns
Role in Civil Society	Registered as association under the Ministry for Religious Affairs
Particular Achievements	Implement the pilot project for Grass root leadership training

Relationship with NCA	Implementing partner
Start of Cooperation	2004
NCA's rationale for relationship	Opportunity to engage the Buddhist monks and nuns for social development and strengthen civil society
Planned increase; decrease; phase-out	Planned to be maintained at current level
Strategic Potential for Future Cooperation	Given LBFD is given the permission to continue its operation, potential to engage more and to reach out to larger groups of Buddhist monks and nuns
Partners, other than NCA	PADECT, SEM and funding partner Caritas New Zealand

Resource Organisations

Name of partner	Pestalozzi Children Foundation
Year of Foundation	1950
Mission	"Children and adolescent are central of our existence and to our future. They are the focus of all our activities. This Mission statement forms the basis of our shared vision and how we aim to make it a reality".
Constituency	Swiss NGO sponsored by Government, SDC and fundraising.
Geographic Focus	Europe: Romania and Serbia, Asia: Lao PDR, Myanmar and Thailand Africa: Ethiopia Central America: Guatemala, Honduras, El Salvador
Thematic Focus	Justice, equal opportunities, participation and gender equality
Strategies	Basic quality and relevant education through right-based approach
Role in Civil Society	International INGO
Particular Achievements	Help young people to help themselves and take an integrated, sustainable and solution focus approach to its work
Relationship with NCA	Donor, networking, capacity building
Start of Cooperation	2006
NCA's rationale for relationship	Share vision and mission, NCA work in Lao PDR mostly target the marginalized groups in the society especially the ethnic minority children and this foundation provides disadvantage young people with access to education and promote a peaceful, intercultural co-existence.
Planned increase; decrease; phase-out	Increase funding support
Strategic Potential for Future Cooperation	Possible extension to second phase subject to achievement of the existing project
Partners, other than NCA	PADECT, SC Norway

Name of partner	Heifer Foundation
Year of Foundation	
Mission	To work with communities to end hunger and poverty and to care for the earth.
Constituency	Arkansas , USA
Geographic Focus	Work in 5 areas in the world with programs in Laos, Thailand, Burma and Cambodia
Thematic Focus	Community development in the rural areas
Strategies	To "pass on the gift." As people share their animals' offspring with others – along with their knowledge, resources, and skills – an expanding network of hope, dignity, and self-reliance is created that reaches around the globe.
Role in Civil Society	Registered INGO in Thailand, work through partnerships government and INGOs in Laos
Particular Achievements	-
Relationship with NCA	Donor partner and resource partner for approaches to community

	development
Start of Cooperation	2007
NCA's rationale for relationship	Financial support and capacity building for NCA and partners in Laos
Planned increase; decrease; phase-out	Increase
Strategic Potential for Future Cooperation	Potential for increased collaboration and financial support and expansion to also cover social issues.
Partners, other than NCA	In Laos, NAFES and PEDA

Name of partner	Spirit in Education Movement (SEM)
Year of Foundation	1995
Mission	It offers a spiritually based, ecologically sound, holistic alternative to mainstream education. Its philosophy is rooted in Buddhist wisdom and deep concern for ecological sustainability and social justice.
Constituency	Buddhist and Faith Based Communities in SE Asia
Geographic Focus	South East Asia particularly Burma, Laos and Thailand
Thematic Focus	Alternative Education
Strategies	Building and strengthening civil society to play a checking and balancing role in each society
Role in Civil Society	Build up civil society through alternative education
Particular Achievements	SEM has a long experience in build up civil society and build up network in this region for many years.
Relationship with NCA	Funding partner
Start of Cooperation	2005
NCA's rationale for relationship	SEM and NCA has a common vision in working for Burma and Laos
Planned increase; decrease; phase-out	Maintain current level
Strategic Potential for Future Cooperation	Potential for further collaboration on issues related to alternative education, global justice and environment in the region.

Name of partner	Gender and Development Group
Year of Foundation	1991
Mission	To promote equality between men and women in socio-economic development through improving the quality of life for women and strengthening their position in society.
Constituency	Three staff (2 women and a man).
Geographic Focus	10 target villages in Sangthong district, Vientiane capital and 21 NGO members organization
Thematic Focus	Gender awareness and Violence Against Women
Strategies	Advocacy on domestic violence/dissemination of law on Development and protection for women, awareness raising on gender for the target group in the project area, network with the both NGOs and Go for Gender issue
Role in Civil Society	Mass organization
Particular Achievements	Provided training on Gender, VAW and CEDAW for our members and counterpart Awareness on gender base violence with GDG members and partner (LWU) in district level and also village level. Support women group for income generation activities in 10 target villages for strengthening on decision-making in family level.
Relationship with NCA	Member organization of gender network
Start of Cooperation	1995
NCA's rationale for relationship	NCA appoints a staff as the GDG Board and contribution regulation the membership fee for GDG.

Planned increase; decrease; phase-out	Join project proposal between NCA and GDG on VAW submitted to EU.
Strategic Potential for Future Cooperation	Share the resource on VAW and joining to produce the CEDAW manual.
Partners, other than NCA	LWU and other 20 members organization

Name of partner	Development Education for Daughters and Communities
Year of Foundation	1989
Mission	Reduce the vulnerability of girls and boys from entering prostitution or other sex-labor situations.
Constituency	Vulnerable children in the Sub Mekong Region
Geographic Focus	Mekong Sub Regions with main program in Northern Thailand
Thematic Focus	Education, protection and development of vulnerable children
Strategies	DEPDC applies prevention as the pathway and education, protection and development; as the preventive tools. The Sub-Components are Child youth and child participation, Networking and collaboration with all government and non-government sectors, Case-studies and lessons learnt, documentation, information and field research, Outreach to the marginalized groups, namely indigenous people and migrants, Community based activities to gain public support, Sustaining social programs for returning victims re-integration back into society
Role in Civil Society	Registered NGO in Thailand
Particular Achievements	<ul style="list-style-type: none"> - Over 3000 children helped by DEPDC programs; - Only 2% of DEP graduates end up in sex work; - International recognition leading to trafficking awareness raising; - MOU between DEPDC and the Thai government (MRICRH); - Increased cooperation between NGOs and GOs in combating trafficking (Child and Family Home of Chiang Rai); - Promising cooperation and active networks with neighboring Mekong country governments; - Prevention, protection, and rescue center opened in Chiang Khong in 2006.
Relationship with NCA	Collaborate on human trafficking project in Bokeo, networking, capacity building of NCA and partners
Start of Cooperation	2005
NCA's rationale for relationship	Strategic partner based in Chiang Rai, destination and transit location for trafficked children from Northern Laos. Through DEPDC network, trace mission children from Laos
Planned increase; decrease; phase-out	Increase collaboration
Strategic Potential for Future Cooperation	
Partners, other than NCA	

Strategic Alliances

Name of partner	Inter-Agency Project on Human Trafficking in the Greater Mekong Sub Regions (UNIAP)
Year of Foundation	2000
Mission	To facilitate a stronger and more coordinated response to human trafficking in the Greater Mekong Sub-region (Cambodia, China, Lao PDR, Myanmar, Thailand and Vietnam). At a regional level, UNIAP brings together six governments, thirteen UN agencies and eight international NGOs.
Constituency	A Project supported by different 13 UN agencies to encourage coordination of six countries in Mekong Sub-region to combat to

	Human Trafficking.
Geographic Focus	6 countries in the Greater Mekong Sub-region(GMS): Lao PDR, Vietnam, Cambodia, Thailand, Myanmar and China (Yunnan).
Thematic Focus	human trafficking, child trafficking, commercial sexual exploitation of children, child sex tourism
Strategies	Advocating the human trafficking issue to leadership of related Project partners in the target countries. disseminating the trafficking prevention, counseling techniques, victim tracing, rehabilitation, repatriation and reintegration. Encourage and support government agencies for their participation.
Role in Civil Society	Play the role to link related agencies of UN to work together in the Trafficking Theme working group. encourage a number of INGO in Laos to join as Trafficking Theme Group members. To share development / update of IEC materials of with others organizations. Lobbying leaders, authorities for smooth link and cooperation in Building up of legal mechanism.
Particular Achievements	Promoted setting up of Lao National Task Force Committee for Trafficking prevention promoted setting up the "Lao Anti-trafficking In Persons Authority (LAPTU),
Relationship with NCA	UNIAP encourage NCA to join a UN Trafficking theme group assisted NCA in linking with other NGOs at national level those who work on trafficking issue, and also assisted to link with government agencies/ authorities regarding trafficking prevention promote NCA project partners in workshop/training on trafficking
Start of Cooperation	2005
NCA's rationale for relationship	UNIAP strategic role and has leverage with Lao Government and is the main partner for advocacy . NCA benefits from the UNIAP coordination work among the agencies involved in prevention of Human trafficking and from taking part in the UNAIP working groups that has produced concrete outcomes such as IEC materials database, support for Public campaign via Lao media (radio, newspapers, TV).
Planned increase; decrease; phase-out	Maintain current level
Strategic Potential for Future Cooperation	Will continue to be a strategic partner for advocacy and coordination
Partners, other	Related ministries, INGOs working on trafficking

Name of partner	The United Nations Office on Drugs and Crime(UNODC)
Year of Foundation	1997
Mission	Improving the quality of education for youth development, and promoting development-related small and medium enterprises (SMEs) in key areas to help the poor help themselves.
Constituency	UNODC headquarters are in Vienna (Austria) and it has 20 field offices as well as a liaison office in New York and Brussels. It has approximately 500 staff members worldwide.
Geographic Focus	UNODC is mandated to assist all Member states around the world in their struggle against illicit drugs, crime and terrorism.
Thematic Focus	Thematic focus of UNODC: - illicit drugs - international crime, and - terrorism

Strategies	Research and analytical work to increase knowledge and understanding of drugs and crime issues. Normative work to assist States in ratification and implementation of the international treaties, the development of domestic legislation on drugs, crime and terrorism. Field based technical cooperation projects to enhance the capacity of Members States.
Role in Civil Society	NA
Particular Achievements	-
Relationship with NCA	UNODC has been cooperating with NCA as co-supporting agency (co-donor) for the Drugs and Poverty Reduction Project in Long district, Luang Namtha province
Start of Cooperation	1993-2004
NCA's rationale for relationship	NCA has acted as an executing agency for implementation of the Drug Supply and Demand Reduction Project in Bokeo/ Luang Namtha province from 1993 and finished its 2 nd phase in 2000. Then the project was expanded to a new phase with the title of " Long Alternative Development Project ", since then UNDCP - former co-donor with NCA had withdrew and UNODC continued to support the project
Planned increase; decrease; phase-out	-
Strategic Potential for Future Cooperation	-
Partners, other than NCA	Lao government counterpart is the National Commission for Drug Control and Supervision.

Name of partner	United Nation program for AIDS .
Year of Foundation	1995
Mission	To lead, strengthen and support an expanded response to HIV and AIDS that included preventing transmission of HIV. Providing care and support to those already living with the virus, reducing the vulnerability of individual and community to HIV and alleviating the impact of the epidemic
Constituency	Coordination body for 10 UN organizations
Geographic Focus	Nation wide
Thematic Focus	As above
Strategies	Stimulate collaboration and coordinate action on AIDS
Role in Civil Society	NA
Particular Achievements	-
Relationship with NCA	Coordination
Start of Cooperation	2005
NCA's rationale for relationship	Collaborated for the preparation of the proposal to Global Fund Round 6
Planned increase; decrease; phase-out	-
Strategic Potential for Future Cooperation	For further proposal for Global Fund and advocacy
Partners, other than NCA	Lao Government and other INGOS

Name of partner	World Food Program (WFP)
Year of Foundation	In Lao PDR since 1977, country office since 2000
Mission	Food aid for relief and development assistance to the poorest and most food insecure population in rural Lao PDR
Constituency	Poor and vulnerable
Geographic Focus	Nation wide
Thematic Focus	Food aid and development assistance

Strategies	Secure access top primary education for girls and boys. Assistance to food insecure households in transition. Recovery assistance to disaster prone and vulnerable food insecure communities.
Role in Civil Society	UN Agency
Particular Achievements	-
Relationship with NCA	Partners under the Food for Work program
Start of Cooperation	2001
NCA's rationale for relationship	The Food for Work program has been crucial for the infrastructure development of the integrated rural development projects in the Northwest and important for former opium producing communities to manage the transition to a non-opium economy.
Planned increase; decrease; phase-out	Maintain current level.
Strategic Potential for Future Cooperation	Potential for collaboration on access to primary education for girls and boys and for advocacy on development impacting food security.
Partners, other than NCA	Lao Government, GTZ, GAA, IFAD, ACF, VECO, CARE, CEVI and Lao American project (US) and other UN agencies.

Name of partner	UNIFEM
Year of Foundation	1976
Mission	Women's empowerment and gender equality
Constituency	
Geographic Focus	Long and Phaoudom Districts, Bokeo province
Thematic Focus	Human trafficking, Violence Against Women & Children
Strategies	Advocacy on CEDAW to the ethnic women
Role in Civil Society	UN agency
Particular Achievements	Potential alliance and donor
Relationship with NCA	Financial and technical support
Start of Cooperation	Expected funding support for 2008
NCA's rationale for relationship	UNIFEM has fund and pull of resource persons on CEDAW
Planned increase; decrease; phase-out	Plan for 3 year project starting from 2008 to 2010
Strategic Potential for Future Cooperation	Empowerment of women
Partners, other than NCA	LaoNCAW, GDG

8.0 NCA contributions

Having an operational role, NCA needs to employ staff who have solid competencies in the development of quality project proposals and effective project implementation, monitoring and reporting. Adequate Human Resource Development is crucial for both quality programming and retention of qualified staff in a competitive market, and a major feature of the Lao program is capacity building for staff and partner agencies through training, workshops, and exchanges, networking and strengthening the partners' ownership to the projects. Over the last few years, staff has also benefited from the capacity and networking initiatives of donor agencies to NCA in Lao PDR.

Capacity building initiatives cover a wide range of topics and technical skill areas including awareness on vulnerability of children and women and ethnic minorities. The NCA Lao Protection Policy, which incorporates the NCA's Routine and Guidelines, (Chapter 3.4 and 3.6) will be used as a tool for further strengthening NCA as an organization and for awareness raising amongst partner agencies. The Incidence and Non Compliance Report procedures will be actively used, and Lao security plan will be updated on regular basis and made available to all staff and visitors. Being a land locked

country; Lao PDR is sheltered from the major natural calamities that are affecting other countries in the region. NCA in Lao PDR has never been faced with an emergency of the magnitude of that seen in neighboring countries during its 14 years operation in the country. Most emergencies are of a relative small scale and are related to local drought, flood or flash floods. Despite this, an emergency preparedness plan will be developed in consultation and collaboration with Church World Service.

Although human rights are still a sensitive issue, the rights based approach has been introduced, and is in the process of being adapted into the programs. It represents a challenge, but also opportunities. For example, during this planning period NCA will move forward and take a more active role in conducting participatory action research for advocacy on critical issues affecting NCA's rights holders. Findings and experiences will be documented for further learning. This is pertinent in a situation of rapid changes often with unintended consequences for people at the grassroots.

Even though Gender has been regarded as a cross cutting issues and been given fair place in programs, the achievements are not impressive. This calls for a more concerted effort, and resources will be set a side for strengthened gender mainstreaming, both on organizational and programmatic levels, within NCA and partner agencies. An NCA gender policy will also be developed.

As a faith based organisation, with experiences in interfaith collaboration in the region, NCA has the potential to engage more deeply with the Buddhist monks and nuns for community and social development. Working across the South East Asia region, NCA can draw on experiences from other NCA offices, partners and networks to add value to the program.

9.0 Monitoring and Evaluation

The Lao program has taken a systematic approach to monitoring and evaluation. The projects are reported on monthly, quarterly and annual basis. Government counterparts, under close supervision of NCA project staff, implement most activities. The projects are also monitored by Vientiane based program coordinators and by the NCA representative. External consultants and donor agency representatives' field trips also constitute a part of the monitoring system. The accounts are submitted to Vientiane for booking at monthly basis and supervised by the program coordinators, finance manager and representative. Social economic surveys are being conducted throughout project life, data bases are also used as a tool for monitoring. Reviews and evaluations are normally built into project plans. The capacity for result oriented planning will continue to be strengthened and systems further refined and assisted by the NCA tools available.

List of evaluations

PID	Project Title	Type of Evaluation	Time
13669	Pha Oudom Agriculture and Livelihood Development	Mid term review	2009
12620	HIV and AIDS/STI Prevention for Akha population in M. Sing and M. Long	External evaluation	January/February 2008
12908	Empowerment through Education	External evaluation	January 2008
14491 14492	Global Fund Program	Mid term review, External	2009
13688 10354	Gender Based Violence program	End of phase evaluation, external	Mid 2009

10.0 Assessments

10.1 Assessment of relevance of program in relation to national plans and priorities

NCA's program in Lao PDR is in line with *the National Growth and Poverty Eradication Strategy* (NGPES) and the *Poverty Reduction Plan* with our focus on opium and poverty eradication in the highland areas, improving quality and access to health and education and prevention of spreading of HIV and AIDS. Furthermore, NCA is working with impoverished ethnic minorities in the Northwest and the targeted districts are among the 47 poorest in that NGPES has singled out for special assistance. The program in Long is also linked to The Lao Commission for Drug Control's *Strategic Plan for the Post Opium Scenario*. NCA is also assisting districts in linking up to national projects, for example the SIDA access road project in Northern Laos and NCA and the district authorities are working in partnership with the World Food Program's *Food Security program*. The HIV and Aids program is aligned with *the National Strategy Plan and Operational Framework on HIV and AIDS/STI (2006-2010)* coordinated by the National Committee for Control of Aids. The education program is operating under the *National Plan for Education for All*, which places high priority on increased enrollment of ethnic minorities in primary education. The human trafficking projects are coordinated under the *Coordinated Mekong Ministerial Initiative against Trafficking* (COMMITT process.) *The Strategy Plan for Advancement of Women* was adopted in 2006 and the NCA GBV program is linked to this plan.

10.2 Assessment of relevance in relation to Norwegian development objectives

NCA's program in Lao PDR is aligned with *UN Millennium Development Goals 1-7* and Norwegian development policy with its focus on education, HIV and AIDS, ethnic minorities, environment, strengthening civil society and gender. The NCA program is also contributing to the implementation of the *Strategy for Children and Young People in the South (2005)*, is aligned with the *Norwegian HIV and AIDS policy, (2006) and Action Plan on Women's Rights and Gender Equality in Development Cooperation. (2007)*. NCA is committed to the rights based approach, and this ensures the programme is in line with the principles of the Norwegian development cooperation.

The program in Lao PDR is also contributing to implementation of UNSC Resolution 1325. However, only a small fraction of the discrimination and violence experienced by girls and women in Lao PDR can be accounted for by war and armed conflicts, whilst the bulk is due to traditional male dominated society and increase of vulnerability in the face of rapid social and economic changes. Disparities based on gender are found in relation to access to resources and social services and women and children are becoming increasingly vulnerable due to increased mobility and migration. Ethnic minority girls and women are particularly vulnerable to discrimination and gender-based violence.

NCA's contributes to the implementation of UNSC 1325 by raising awareness of gender and gender equity amongst staff, partners and communities for increased participation and empowerment of girls and women. NCA also addresses traditional attitudes amongst staff and partners concerning ethnic minorities, especially ethnic minority women, through training in human rights, CRC, CEDAW and awareness on human trafficking. NCA in Lao PDR will also support young ethnic minority women for further studies as a strategy of empowering a marginalized segment of society.

10.3 Assessment of risks

No major risks are identified in addition to the risk listed under Chapter 6.1

10.4 Assessment of Sustainability

The partnership strategy outlined in Chapter 7.2 is largely a strategy for securing sustainable development. It encompasses capacity building, and it recognizes the importance of working long term. Through long and established partnerships, NCA has more leverage with the partner agencies at different levels to advocate for allocation of resources for the health and education sectors for example. In Northwestern Lao PDR positive experiences have been made on advocacy for deployment of teachers and health personnel on permanent basis to remote areas to serve the ethnic minority communities. Sustainable development therefore requires clear strategies for engaging the duty bears. Nonetheless, there are real challenges related to sustainability, and these are high staff turn over in partner agencies, little institutional capacity to retain capacity and poor knowledge management. Given the fact that the district authorities and mass organizations have very limited resources, it is not likely that the partners will be able to maintain activities at the current level after NCA's financial support is phased out. However, if Lao PDR is able to sustain its annual economic growth and follow their commitments spelled out under the national policies and plans, more resources could gradually be made available for socio-economic development at the district level.

11. Budget estimates for 2007-2009

Year	2007	2008	2009(estimates)
Amount (NOK)	7 million	9 million	10 million