

# **Laos–Australia NGO Cooperation Agreement (LANGOCA) Program**

## **Disaster Management and UXO Analytical Mission: Report**

**July 2006**

## TABLE OF CONTENTS

Abbreviations .....	3
Executive Summary .....	5
1. Introduction.....	8
1.1 Laos - Australia Development Co-Operation Strategy 2004-2010 (LADCS) .....	8
1.2 Laos–Australia Ngo Cooperation Agreement (LANGOCA) Program.....	9
1.3 Langoca Analytical Mission Report Structure.....	9
1.4 Acknowledgments.....	10
2. Analytical Mission .....	10
2.1 Purpose.....	10
2.2 Objectives .....	10
2.3 Methodology and Approach .....	11
3. Laos Development Context.....	11
3.1 Crosscutting Issues.....	13
4. Sector Analysis .....	15
4.1 Disaster Management (DM) .....	15
4.2 UXOs .....	18
4.3 Common Sector Issues and Potential Future Impacts.....	22
5. Options for Activities.....	23
6. Langoca Program .....	26
7. Key Outputs of the Analytical Mission .....	26
8. Next Steps and Timeframe.....	27

## ANNEXES

ANNEX 1. AusAID Support to the Disaster Mitigation and UXO Sectors: .....	28
ANNEX 2. Analytical Mission Terms of Reference .....	30
ANNEX 3. AM Aide Memoire.....	41
ANNEX 4 LANGOCA Program for Analytical Mission in Lao PDR.....	47
ANNEX 5. AM Issues Paper .....	54
ANNEX 6. Disaster Management and UXO Sector Working Paper.....	67
ANNEX 7. Poverty in Lao PDR.....	93
ANNEX 8. Bibliography .....	94
ANNEX 9. Key Stakeholders in Disaster Management And UXO Sectors.....	97
ANNEX 10. Disaster Management Sector GoL Organizational Structure.....	114
ANNEX 11. Lessons Learned.....	115
ANNEX 12. Organizational Structure of National Regulatory Authority.....	119
ANNEX13. Options for Disaster Management And UXO Sector Activities.....	120
ANNEX 14. LANGOCA Program Issues .....	129

## ABBREVIATIONS

ADB	Asian Development Bank
ADPC	Asian Disaster Preparedness Centre
ADRC	Asian Disaster Reduction Centre
AM	Analytical mission
ANGO	Australian non government organization
ATS	Amphetamine type substances
AusAID	Australian Agency for International Development
CAs	Cooperation agreements
CBDRM	Community based disaster risk management
DDMC	District Disaster Management Committee
DM	Disaster management
DRR	Disaster risk reduction
EC	European Community
ERW	Explosive Remnants of War
FSD	Fondation Suisse de Deminage
GOA	Government of Australia
GoL	Government of Laos
HES	AusAID Humanitarian and Emergency Section
HIB	Handicap International Belgium
IASC	Inter Agency Standing Committee
ICBL	International Campaign to Ban Landmines
IDUs	Injecting Drug Users
IMAS	International Mine Action Standards
INGO	International non government organization
IP	Implementing Partner
JMAS	Japanese Mine Action Service
LADCS	Laos - Australia Development Co-operation Strategy
LANGOCA	Laos–Australia NGO Cooperation Agreement
LDC	Least Developed Country
MA	Mine Action
MAF	Ministry of Agriculture and Forestry
MAG	Mines Advisory Group
MOE	Ministry of Education
MoLSW	Ministry of Labour and Social Welfare
MOH	Ministry of Health
MoU	Memorandum of Understanding
MRE	Mine Risk Education
NCDP	National Committee for Disabled People
NDMC	National Disaster Management Committee
NDMO	National Disaster Management Office
NGOs	Non government organizations
NGPES	National Growth and Poverty Eradication Strategy
NPA	Norwegian People's Aid

NRA	National Regulatory Authority
NSC	National Steering Committee
NTFPs	non-timber forest products
PDMC	Provincial Disaster Management Committee
PCIA	Post Clearance Impact Assessment
PWD	People with disabilities
SCA	Save the Children Australia
SEOD	Senior Explosive Ordnance Disposal
SOPs	Standard Operating Procedures
STIs	Sexually Transmitted Infections
SWP	Sector Working Paper
TL	Team leader
TORs	Terms of reference
TWG	Technical Working Group
UNICEF	United Nations Children's Fund
UNISDR	United Nations International Strategy for Disaster Reduction Secretariat
UNMAS	United Nations Mine Action Service
USG	United States Government
UXO	Unexploded ordnance
VA	Victim Assistance
WFP	World Food Programme
WP	Working paper
WV	World Vision

## EXECUTIVE SUMMARY

The Laos Australia NGO Cooperation Agreement (LANGOCA) Program is a program partnership between the Australian Agency for International Development (AusAID) and selected NGOs. The LANGOCA Program is an integral part of the Government of Australia's (GOA) strategic approach to implementing the Laos-Australia Development Co-operation Strategy (LADCS) Strategic Objective 3, *to reduce the vulnerability of the poor*. LANGOCA focuses on Specific Objective 3.1 *to reduce the impact of natural disasters*, and Specific Objective 3.2 *to reduce the impact of UXOs*. As part of the process for developing the LANGOCA Program, AusAID in conjunction with selected NGOs (Care, World Vision, Oxfam Australia, and Save the Children Australia) and Government of Laos (GoL) (National Disaster Management Office and UXO Lao) have jointly undertake an Analytical Mission (AM) in Laos from 2-15 May 2006 and Stakeholder Verification Workshop on 28 June 2006.

The objective of the AM process was to develop a more detailed analytical framework which would inform AusAID and NGO thinking about specific interventions to support implementation of the Laos-Australia Development Co-operation Strategy. In a Program design process subsequent to the AM, interventions would be developed, appraised, selected and integrated with each other to form a cohesive program of assistance (the LANGOCA Program).

In developing the above framework, the AM was to examine the linkages between vulnerability, the impact of disasters and UXOs, and crosscutting issues such as gender, ethnicity, HIV and AIDS, capacity building and environment. The AM has been successful in addressing the objectives as demonstrated by the key outputs: the overarching LANGOCA Analytical Mission Paper; Disaster Management and UXO Sector Working Paper (Annex 6); Bibliography (Annex 8); Disaster Management (DM) and UXO Stakeholder Matrix (Annex 9); DM and UXO Lessons Learned (Annex 11); and Options for Activities (Annex 13).

In Laos vulnerability is the key factor impacting on a community's ability to cope with disasters or the impacts of UXO contamination. Poverty is a main determinant of vulnerability in the Laos context, as are increasing pressures on the environment and population. This is exacerbated by Laos' status as an LDC and the high percentage of rural poor, in particular ethnic communities inhabiting remote, mountainous areas stretching from the north to the south of the country. Focusing on coping mechanisms (both existing and new) and building community resilience are effective strategies to reduce vulnerability.

Disasters are serious disruptions to society which exceed peoples' ability to cope. In Laos the DM sector reflects the local experience of the effects of natural and man-made disaster events such as floods and drought. However, of greater impact in Laos is the high vulnerability of remote, rural communities to 'everyday disasters'; that is slow-onset, ongoing and compounded impediments to livelihood and community coping mechanisms, such as crop pests; animal disease; human disease; lack of access to safe

water and sanitation, UXO and the general weakening of community coping mechanisms due to rapid socio-economic change, relocation and environmental degradation. The high level of poverty related vulnerability of remote, rural communities in Laos means that even small-scale hazards can exceed the local ability to cope, resulting in disaster. There is broad agreement that reducing vulnerability to hazards through building capacity to cope, or community resilience, effectively reduces the risk and experience of disasters. By adopting approaches which are integrated, multisectoral and link disaster risk reduction to long term development strategies, disaster management can also add value to poverty reduction measures.

Severe UXO contamination still impacts over 37% of all agricultural land creating a serious obstacle to sustainable development; effective utilization of potentially productive land; killing and maiming people (particularly farmers and children) and animals; inhibiting fuel and water collection, communications and transport; and generally undermining social and economic development activities at the community level, as well as the national economy at macro-level. For example, the scrap metal trade continues to grow despite the risks. Poverty, rather than lack of knowledge about dangers, has been found to be the key factor in determining who collects scrap. Vulnerable, rural communities can benefit significantly from the reduced impact of UXO contamination through an integrated approach which incorporates UXO/ mine risk education; enhanced survey and clearance; improved survivor assistance services; and the improvement of linkages between impact reduction and post clearance land use within communities.

The overarching element for both sectors is the relationship between poverty, vulnerability and hazard. In understanding the Laos context and the constraints which shape sector activities 3 major issues emerge:

1) remoteness and isolation, poor access to communications; 2) weak coordination across stakeholders at all levels; and 3) the need for capacity building across all levels. While the lessons learned reflect the specific sector experiences, there are several broad lessons which demonstrate the importance of integration. These include: 1) the relevance of working within a broader poverty reduction framework for sustainability; 2) the importance of utilizing a community based approach; 3) building effective linkages between policy, activation of existing systems and practice at all levels; 4) understanding and practicing implementation of crosscutting issues: gender, ethnicity, HIV and AIDS, and environment; and 5) a long term commitment for sustainable outcomes.

The major assessment of the sectoral analysis is that policy, strategy and action needs to take closer account of the critical linkages between UXO, DM, vulnerability and poverty reduction in the Laos context. Many critical lessons have been learned across the two sectors. However, the communication and integration of these lessons and experiences is ad hoc and opportunistic, and would benefit from some concerted efforts at coordination, to increase the effectiveness and the sustainability of sectoral activities.

In the last 10 years significant changes have emerged in Laos. They impact not only the DM and UXO sectors but broader issues of poverty and development. These issues include the: growing gap between rich and poor; degradation of natural resources and the

decline of forest areas; increasing population; increasing resettlement and relocation; and expansion of roads and infrastructure into neighbouring countries as part of economic growth strategies, which brings with it the potential risk of increasing HIV and AIDS, increased mobility, and unsustainable natural resource development. The potential for future impacts of these changing patterns of development is significant, not only for the DM and UXO sectors, but for poverty reduction and economic growth overall. This requires strategic consideration and incorporation into planning, policy and activity development.

Four sets of options for activities have been identified as critical to developing an effective and sustainable approach to assistance in the DM and UXO sectors: 1) coordination, 2) capacity building; 3) implementation of integrated DM and UXO projects; and 4) policy dialogue. A balanced range of options has been developed, with opportunity for strategic, policy, practical and hands on activities phased across the short and long term. The options presented also identify opportunities for a range of stakeholder participation and cooperation across all levels: national, provincial, district and village. These options were verified and discussed at the follow up Stakeholder Debrief Workshop in Vientiane on 28 June 2006. Stakeholders suggested that prioritization be given to capacity building and coordination (including policy) in DM; and coordination and policy (including planning) in the UXO sector.

Specifically, LANGOCA will now need to move to the next step of activity identification for the Program. Initial discussions have also been undertaken with respect to the overall LANGOCA Program structure. Key aspects included: the LANGOCA Program MoU, joint management approaches, decision making and governance, budget allocation, criteria for activity selection, contracting, activity design, approval processes, timeframe, communications, Program Coordinating Committee processes, and monitoring/performance frameworks.

In summary, the Analytical Mission has made an important contribution to the disaster management and UXO sectors by supporting and strengthening coordination between stakeholders at all levels: including GoL, donors, INGOs, private sector and communities, through the various stakeholder and verification workshops, and field visits.

# 1. INTRODUCTION

## 1.1 Laos - Australia Development Co-operation Strategy 2004-2010 (LADCS)

The Governments of Laos (GoL) and Australia (GOA) agreed on the *Laos - Australia Development Co-operation Strategy 2004-2010* (LADCS) in April 2004.<sup>1</sup> The goal of LADCS is to ‘advance Australia’s national interest by assisting Laos<sup>2</sup> to improve the pre-conditions for poverty reduction and sustainable development’. The LADCS directly reflects and supports the aims of the GoL’s National Growth and Poverty Eradication Strategy (NGPES) and aims to support pre-conditions for poverty reduction and reform by improving Laos capacity to create and implement sound policy, as well as encouraging growth of civil society.

The Strategic Objectives of the LADCS are:

**Strategic Objective 1:** To build Lao human capital

- *improve access to education; and support the application of new skills and knowledge by developing Lao public policy and management skills and Lao entrepreneurial skills for small and micro enterprise.*

**Strategic Objective 2:** To promote the growth of the market economy

- *strengthen the enabling environment by expanding access to private land titles and strengthening property rights; and contribute to Laos’ further integration into the region through regional programs.*

**Strategic Objective 3:** To reduce the vulnerability of the poor

- *reduce the impact of natural disasters; and reduce the impact of unexploded ordnance (UXOs).*

AusAID has a strong on-going involvement the UXO and disaster management sectors. Support to the to the UXO sector has been provided in partnership with UXO Lao; the National Regulatory Authority (NRA), UN agencies such as UNDP, UNICEF and WFP; and NGOs such as Handicap International, Mines Advisory Group (MAG), Fondation Suisse de Deminage (FSD) and World Vision. Support has covered the areas of clearance, survivor assistance, and UXO awareness. AusAID support to the disaster management sector has involved partnerships with NGOs such as World Vision, ARE and Oxfam; and regional organisations such as the Asian Disaster Preparedness Center. Support has focused on community disaster preparedness (see Annex 1 for further details).

The LANGOCA program is an integral part of this strategic approach and supports the directions articulated in the GOA White Paper on Australian Aid (2006)<sup>3</sup> in focusing on investing in people, fostering functioning and effective states, and promoting regional stability and cooperation, through strengthening effectiveness by working with partners; strengthening the performance orientation of the aid program; and enhancing Australia’s engagement with the Asia Pacific region. The White Paper is guided by the overarching principles of gender equality and partnership.

---

<sup>1</sup> LACDS <http://www.ausaid.gov.au/country/country.cfm?CountryID=35&Region=EastAsia>.

<sup>2</sup> For consistency the term Laos is used throughout the report, unless Lao or Lao PDR are officially used, or directly quoted.

<sup>3</sup> Australian Aid: Promoting Growth and Stability. A White Paper on the Australian Government’s Overseas Aid Program. (April 2006)



## **1.2 Laos–Australia NGO Cooperation Agreement (LANGOCA) Program**

The LANGOCA Program is based on the LANGOCA Guidelines and utilizes the AusAID mechanism of ‘cooperation agreements’ (CAs) with NGO partners to build on and maximize the unique strengths of NGOs, particularly their long term experience, capacity and linkages with partner organizations and communities. CAs will engage AusAID and Australian NGOs (ANGOs) in a shared approach to addressing development challenges in Laos.<sup>4</sup>

LANGOCA will directly address LADCS Strategic Objective 3, *to reduce the vulnerability of the poor*. LANGOCA focuses on Specific Objective 3.1 *to reduce the impact of natural disasters*, and Specific Objective 3.2 *to reduce the impact of UXOs*. LANGOCA is underpinned by the LADCS, the GoL NGPES, National Socio-Economic Development Plan, and related sub-sector policy documents. LANGOCA takes an integrated approach to crosscutting issues including HIV and AIDS, gender, capacity building, ethnicity, and environment, and is underpinned by the Australian Agency for International Development (AusAID) policy including the new Mine Action, HIV and AIDS and Humanitarian strategies, as well as current best practice on quality in program design and delivery.

Under the CA approach, AusAID sought capability statements from members of the ANGO community interested in delivering support in: 1) *reducing the impact of natural disasters*, and 2) *reducing the impact of UXOs*. As a result of an appraisal and selection process AusAID has entered into five ‘in-principle’ CAs with four ANGOs: CARE, Oxfam, Save the Children and World Vision (2). These CAs will enable AusAID and NGOs to work in partnership to undertake comprehensive sectoral analysis, strategic policy development, program implementation, and the development of a more specific framework for LANGOCA. The first part of this process was to jointly undertake an Analytical Mission (AM).

## **1.3 LANGOCA Analytical Mission Report Structure**

The AusAID LANGOCA Analytical Mission (AM) was undertaken in Laos from 2-15 May 2006 by a joint team of GoL, ANGOs, AusAID and independent consultants.<sup>5</sup> The Terms of Reference (TORs) for the AM are presented in Annex 2. The preliminary findings of the AM were presented in the Aide Memoire 15 May 2006.

---

<sup>4</sup> Laos-Australia NGO Cooperation Agreements – Request for Capacity Statements October 2005 provides a detailed description of LANGOCA Guidelines.

<sup>5</sup> The LANGOCA Analytical Mission Team included: Dr Ludmilla Kwitko (Team Leader, Independent Consultant), Mr Rob McGregor (AusAID, Program Manager Laos, Canberra), Mr Warren Hoye (AusAID, Program Manager, Vientiane), Ms Rakounna Sisaleumsak (AusAID, Program Officer, Vientiane), Ms Sounisa Sundara (AusAID, Program Assistant, Vientiane), Ms Amber Cernovs (AusAID HIV/AIDS Taskforce, Canberra), Mr Khamlouang Keoka (Oxfam Australia, Laos PDR Country Representative, Vientiane), Ms Nami Nelson (Care International in Lao PDR, Program Coordinator, Vientiane), Mr Phearak Svay (World Vision, Country Program Coordinator, Asia Team, Melbourne), Mr Leigh Vickery (Save the Children Australia, Country Programme Director Lao PDR, Vientiane), Mr Prasana De Silva (World Vision, Director of Operations Lao PDR, Vientiane), Mr Luc Delneuveille (UXO Specialist, Vientiane), Ms Kathryn Sweet (DM Specialist, Vientiane), Mr Bounpone Sayasenh (Ministry of Labour and Social Welfare, UXO Lao, National Director, Vientiane), Mr Khamphao Homphangna (Ministry of Labour and Social Welfare, Department of Social Welfare, Deputy Director General), Mr Vilayphong Sisomvang (Ministry of Labour and Social Welfare, National Disaster Management Office, Acting Deputy Director). Additional NGO representatives from Australia (Ms Lee Fitzroy, Oxfam Australia, Program Coordinator East Asia, Melbourne; Ms Catherine Johnston, World Vision, Asia Team Leader, Melbourne; Ms Cathy Boyle, CARE Australia, Senior Program Officer; Ms Judith Ashcroft, Save the Children Australia, Asia Regional Manager, Phnom Penh) joined the Mission from 11-14 May for final analytical discussions.

(Annex 3) The Program Schedule for the AM undertaken in Laos is at Annex 4. The LANGOCA Issues Paper (6 April 2006) provides the framework and rationale for the AM. (Annex 5)

The overarching LANGOCA Analytical Mission Report (July 2006) details the key findings of the AM. It is structured in 6 parts: 1) an overview of the AM purpose and methodology; 2) the Laos development context; 3) an analysis of the disaster management (DM) and UXO sectors<sup>6</sup>; 4) options for potential sector activities; 5) LANGOCA Program issues; and 6) next steps. A detailed analysis of the DM and UXO Sectors is provided in the Sector Working Paper (SWP) at Annex 6. A Stakeholder Debrief and Verification Workshop was held in Laos on 28 June in order to seek feedback from key stakeholders. The outcomes of the workshop are integrated into the AM Report and Annexes.

## **1.4 Acknowledgments**

The LANGOCA Team would like to acknowledge the contribution and assistance of GoL: Ministry of Foreign Affairs, Dr Bountheuang Mounlasy, Department of International Cooperation in facilitating the Mission, and Mr Phonesavanh Chantavilay, Department of International Organizations for chairing the Stakeholder Consultation Workshop; Ministry of Labour and Social Welfare, National Disaster Management Office (NDMO) and UXO Lao, for their valuable participation on the LANGOCA Team and facilitation of field visits; and to the Saravane provincial and Ta Oy district authorities for enabling field visits. The Team would also like to thank Oxfam Australia, FSD and MAG for organizing and providing excellent support to the Team during field visits. Finally, the LANGOCA Team would like to express their sincere thanks to the AusAID Vientiane post, for their excellent organization, support and participation in the Mission; specifically Mr Warren Hoyer, Ms Sounisa Sundara, Ms Rakounna Sisaleumsak, Ms Anna Clancy, and Ms Jane Davies.

## **2. ANALYTICAL MISSION**

### **2.1 Purpose**

The purpose of the AM is to examine the linkages between vulnerability, the impact of disasters and UXO and crosscutting issues such as gender, ethnic minorities, HIV and AIDS and environment.

### **2.2 Objectives**

- To provide a more specific and narrowly defined analytical framework that will be used to inform future joint AusAID and NGO integrated programming interventions that reduce vulnerability to UXO and disaster mitigation/ risk reduction. Within the newly established NGO Cooperation Agreements, the overall aim is to deliver a strategic and balanced approach to UXO action and disaster reduction and mitigation in Laos.
- As a secondary objective to identify a framework within which AusAID and Australian NGOs will work together to achieve the objectives of the LADCS consistent with LANGOCA guidelines.

---

<sup>6</sup> For the purposes of the LANGOCA AM Report the 2 sectors are referred to as Disaster Management (DM) and UXO.

## 2.3 Methodology and Approach

The Analytical Mission was guided by the framework outlined in the Issues Paper<sup>7</sup>. (Annex 5) The **approach** to the AM is based on the following principles:

- Build on lessons learned
- Strengthen and integrate linkages across sectors and partners
- Strengthen harmonization/ alignment and partnerships across all stakeholders
- Build a collaborative and consultative process
- Build on GoL policy and systems
- Strengthen existing GoL capacities and existing programs
- Avoid duplication
- Identify strategic opportunities for phased interventions
- Focus on sustainable interventions

The AM **methodology** was organized in 4 components:

- Sector situational analysis, including literature review and stakeholder consultations across the DM and UXO sectors to identify key lessons learned, gaps, unmet needs, constraints and crosscutting issues;
- Field visits: DM to Saravane Province and Ta Oy District; and UXO to Savannaket and Khammoune Provinces (see Map at Annex 7);
- Critical analysis of key DM and UXO sector findings; options and opportunities for potential activities, including NGO specific activities; and
- Discussion of parameters for the LANGOCA Program.

The Report integrates the findings from all aspects of the methodology. A comprehensive Bibliography (Annex 8) has been developed to support the sector analysis.

## 3. LAOS DEVELOPMENT CONTEXT

Laos is the poorest country in the East Asia region ranking 135 on the UNDP Human Development Index.<sup>8</sup> It is characterised by many remote, mountainous, ethnic group villages. Ethnic people, especially women have significantly lower quality of life indicators, with limited access to labour-saving devices, health, family planning, water supply and sanitation, or education services. Ethnic women have the highest fertility, maternal mortality in the population and infant mortality rates are some of the highest in the world.

In the LANGOCA context, **vulnerability** (LADCS Strategic Objective 3) has been defined as “The conditions determined by physical, social, economic, and environmental factors or processes, which increase the susceptibility of a community to the impact of hazards”. (United Nations International Strategy for Disaster Reduction Secretariat Guidelines (UNISDR)).<sup>9</sup> The level of poverty, exacerbated by Laos’ status as an LDC and the high percentage of rural poor, in particular ethnic communities inhabiting remote, mountainous areas stretching from the north to the south of the country, contribute to high levels of vulnerability. Even small-scale hazards can grow into disasters in remote, and rural communities in Laos, due to the high levels of vulnerability.

---

<sup>7</sup> LANGOCA Analytical Mission: Issues Paper. 6 April 2006. (Annex 5)

<sup>8</sup> Laos’ social indicators are among the lowest in the world, on par with Sub Saharan Africa. UN Human Development Report 2005.

<sup>9</sup> United Nations International Strategy for Disaster Reduction Secretariat Guidelines (UNISDR).

A strong **correlation** between **UXO contamination, food insecurity, vulnerability and poverty**; creating a serious obstacle to sustainable development; effective utilization of potentially productive land; killing and maiming people (particularly farmers and children) and animals; inhibiting fuel and water collection, communications and transport; and generally undermining social and economic development activities at the community level, as well as the national economy at macro-level. Per capita, Laos is the most heavily bombed country in the world. It is estimated that 37% of land across 15 of Laos' 17 provinces is still affected by UXO. A summary of socio-economic and demographic data is provided in Table 1 and Annex 7 provides a map of the geographical distribution of poverty in Laos.

<b>Table 1 Laos Statistics: Summary</b>	
Population, national	5.6 million (growth rate between 2.4 - 2.8%)
Population, Vientiane City	Close to 760,000
Urban/ rural	20/ 80%
Population density	23 people per square km (1 of lowest in East Asia)
Average family size	6 persons
No of ethnic groups	47 officially recognized at present
% of population ethnic Lao	52% (48% = ethnic groups)
% of population under 25	Over 60 %
% below poverty line	32% (LECS III)—combines two poverty line measurements: 1) 'food poverty line' or a minimum caloric intake of 2,100 calories for the average person; 2) Non-food allowance. Expressed as income, the line is drawn at 82,000 Kip/ person/ month (rural) and 100,000 Kip/ person/ month (urban). [2001 prices— translates to less than US \$ 0.50/ day] 75% live on less than US \$2/ day
Average income per capita, 2004	US\$382
Life expectancy at birth 2002	54.3
Total fertility rate per woman 2000-2005	4.8
MMR, 2000	530 per 100,000 live births
IMR, 2000	82 per 1,000 deliveries
estimated adult HIV rate, 2000	around 0.1%
No. of villages with electricity	3,716 (35%)
No. of villages get water supply.	Less than 10% (i.e. piped water, ' <i>nam papa</i> ')
Literacy rate, male/ female	82/ 55 % (rural female 49%)

The NGPES<sup>10</sup> details specific linkages between sources of vulnerability, coping strategies and policy implications. Causes of poverty varied across regions, with priorities identified as: 1) north: livestock disease and land allocation; 2) central: pests, land too small, lack of credit, too many children; 3) east: land allocation, soil and environmental degradation; and 4) south: natural disasters (flooding and drought). Vulnerability assessments identified the most vulnerable households as those who experienced rice shortages; were landless; women headed households with no means of alternative livelihood; lived subsistence livelihoods in fragile and remote

<sup>10</sup> *National Growth and Poverty Eradication Strategy (NGPES)*. Lao PDR, Jan 2004. Chapter 6 and Annex 2.

environments; and experienced health problems. Coping strategies varied by gender, indicating differences in exposure to vulnerability, access to assets and the division of labor. For example, men commonly engaged in growing alternative crops and raising livestock; while women reduced expenses, raised livestock/ poultry and engaged in cooperative activities with neighbors.

The NGPES recognizes that coping strategies need to be incorporated into the planning process, especially at the villages and district level. The policy implications are that “while it is essential that most poverty reduction programmes and projects should focus on agriculture, education and health services, and provision of infrastructure, more effort is needed to reduce vulnerability at the local level and to enhance coping strategies.”<sup>11</sup> Four areas are identified as key to strengthening coping strategies: human resources development, environmental management, access to credit, and community mobilization. Further, strategies need to be developed and implemented within a specific district context, including geography, natural resources, asset ownership, local community management patterns, as well as cultural, gender, ethnic, language and community dynamics.

### **3.1 Crosscutting Issues**

LANGOCA takes an integrated approach to crosscutting issues. The AM has provided an opportunity to investigate how effectively crosscutting issues are being addressed and integrated not only across the DM and UXO sectors, but also in the interactions across the crosscutting issues themselves. A summary of key issues is presented in this section.

While gender, HIV and AIDS, ethnicity, environment and capacity issues are all important elements of effective and sustainable activities in the DM and UXO sectors, integration of crosscutting issues, as well as analysis and practice has been ad hoc at best. Specific sector analysis is detailed in the Sector Working Paper at Annex 6.

#### **Gender**

In Laos, gender, culture, environment and livelihood are all linked with vulnerability and poverty. Specifically, gender analysis demonstrates that women’s access to services such as health, education and family planning are limited; as is women’s active participation in decision-making processes. In particular, ethnic women experience a double disadvantage, with the socio-economic indicators at very low rates for health, education, water supply and sanitation (Table 1) and limited access to decision-making processes due to limited Lao language. While a mainstreaming approach to gender may be said to be integrated into many donor and NGO activities, often there is limited documented evidence of the specific strategies, such that successful lessons can be integrated into further DM and UXO activities. Similarly, the mainstreaming approach often neglects to engage effectively with men.

#### **Ethnicity**

Laos is one of the most ethnically diverse countries in Asia, with cultural and linguistic diversity and equity issues of critical importance. Ethnic groups residing in remote, difficult to access uplands areas tend to be the poorest and most vulnerable groups. Health and literacy indicators of ethnic minority groups are significantly lower than national averages. Rapid socio-economic change also presents a threat to

---

<sup>11</sup> *National Growth and Poverty Eradication Strategy (NGPES)*. Lao PDR, Jan 2004. p. 38.

traditional livelihoods and coping strategies, including unintended consequences of development initiatives relating to resettlement, shifting agriculture, and land-forest allocation. Approaches which demonstrate cultural and language awareness will be critical in addressing DM and UXO issues, as well as the sensitivities to gender and HIV and AIDS.

### **HIV and AIDS**

Currently, the recorded HIV prevalence in Laos is low (less than 0.1% of the general population). However, HIV prevalence has the potential to expand rapidly in Laos, which has high STI rates combined with low levels of education and literacy across the country and with rapid infrastructure development designed to open up markets, mobility, migration and tourism, and increase regional links. Of particular concern are new international roads linking Laos to Southern China, Cambodia, Vietnam and Thailand, areas where HIV prevalence rates are high. The increasing use of amphetamine type substances (ATS), and the potential for an increase in injecting drug use, may also increase the risk of an escalation in HIV prevalence in Laos.

Key HIV transmission risk groups in Laos include sex workers, clients of sex workers, injecting drug users (IDUs), mobile populations, migrants, youth and ethnic minority groups. GoL has taken the initiative to respond to the urgency to prevent further spread of HIV with the new draft multisectoral GoL National Policy and Strategy for HIV/AIDS/ STI<sup>12</sup> which focuses heavily on prevention of infection among sex workers, mobile populations and youth, who make up over half of the population.

AusAID's HIV/AIDS policy<sup>13</sup> advocates a mainstreaming approach. HIV mainstreaming guidelines have been developed to ensure that all AusAID activities include an awareness of HIV mainstreaming issues during their design, implementation and evaluation. The AM provides the opportunity to: 1) examine the linkages between vulnerability reduction, disaster risk reduction, UXO and HIV/AIDS; 2) explore opportunities for HIV/AIDS issues to be mainstreamed and integrated into development activities relating to disaster risk reduction and UXO vulnerability reduction; and 3) examine HIV mainstreaming issues and opportunities within the crosscutting contexts, including gender, youth, and ethnicity.

### **Environment**

Laos is endowed with natural resources such as fisheries, water, forests and non-timber forest products (NTFPs). These natural resources contribute significantly in sustaining the livelihoods of rural communities, particularly in periods of stress. Natural resources also provide cash income opportunities and contribute to social and cultural cohesion, health and economic development. The sound management of natural resources is essential for reducing the impact of natural disasters such as food shortages, flood, and drought. Mapping how effectively environmental issues have been integrated will be key to understanding a cross cutting approach to environment in the context of UXO and DM. This becomes even more critical as there is expansion of roads and infrastructure into neighbouring countries (including China, Vietnam, Cambodia and Thailand) as part of economic growth strategies.

---

<sup>12</sup> Government of Lao PDR *National Committee for the Control of AIDs. National Strategy and Action Plan on HIV/AIDS/STI 2006-2010*. Feb 2006.

<sup>13</sup> AusAID. *Meeting the Challenge: Australia's International HIV/AIDS Strategy*. July 2004.

## Capacity Building

Building on GoL systems and institutions underpins the LADCS, as does building on existing capacities for GoL and communities. Integration of capacity building initiatives across UXO and DM interventions at national, provincial, district levels, and activities, particularly as regards to skills for planning responses to disasters and UXO, policy development, management, critical analysis, community consultation, and participation, can contribute significantly to sustainable development of institutional and human capital.

## 4. SECTOR ANALYSIS

The Sector Working Paper (Annex 6) provides a detailed analysis of the disaster management and UXO sectors. The major assessment of the analysis is that policy, strategy and action needs to take close account of the critical linkages between UXO, DM, vulnerability and poverty reduction in the Laos context. A summary of key issues is presented below.

### 4.1 Disaster Management (DM)

#### Terminology and Approach

Disasters,<sup>14</sup> or serious disruptions to society, exceeding peoples' ability to cope, occur when 'hazards' combine with community 'vulnerability'. While risk of hazards is assessed as low to medium in Laos, vulnerability is high. As such, **vulnerability is the key factor impacting on a community's ability to cope with disasters in the Laos context.** Poverty is a main determinant of vulnerability in Laos, as are increasing pressures on the environment and population. Focusing on coping mechanisms (both existing and new) and building community resilience are effective strategies to reduce vulnerability.

The debate on the disaster management<sup>15</sup> sector in Laos reflects the local experience of the effects of natural and man-made disasters such as floods and droughts. However, of greater impact in Laos is the high vulnerability of remote, rural communities to 'everyday disasters'; that is slow-onset, ongoing and compounded impediments to livelihood and community coping mechanisms, such as crop pests; animal diseases; human disease; lack of access to safe water and sanitation, and the general weakening of community coping mechanisms due to rapid socio-economic change, relocation and environmental degradation. The high, poverty-related vulnerability of remote, rural communities in Laos means that even small-scale hazards can exceed the local ability to cope, resulting in disaster. This experience of "disasters" as the result of ongoing vulnerabilities within a poverty reduction framework accords with the approach identified in the GoL NGPES<sup>16</sup>, Lao PDR Five Year National Plan, and Strategic Plan on Disaster Management of Laos to 2020, 2010 and Action Plan to 2005.

---

<sup>14</sup> Asia Disaster Preparedness Centre's Media Kit, Section 1.1 Definitions, p. 3.

<sup>15</sup> NDMO uses 'disaster management' as an umbrella term, as identified in the Strategic Plan on Disaster Management of Laos to 2020, 2010 and Action Plan to 2005. (based on the United Nations International Strategy for Disaster Reduction Secretariat Guidelines (UNISDR) <http://www.unisdr.org/eng/library/lib-terminology-eng-p.htm>)

For consistency DM has been adopted throughout this report.

<sup>16</sup> *National Growth and Poverty Eradication Strategy (NGPES)*. Lao PDR, Jan 2004.

There is also broad agreement that reducing vulnerability to hazards through building capacity<sup>17</sup> to cope, or community resilience, effectively reduces the risk and impact of disasters. Therefore, by adopting approaches which are integrated, multisectoral and link disaster risk reduction to long term development strategies, disaster management can also add value to poverty reduction measures.<sup>18</sup>

### **Unmet Needs, Gaps and Constraints**

The major needs and gaps in the disaster management sector include:

- Limited analysis of the underlying causes of vulnerability to disasters.
- Short timeframes and funding cycles for activities.
- Lack of effective integration of crosscutting issues, particularly gender and ethnicity.
- Lack of adequate coordination and communication networks across stakeholders at all levels.
- Limited capacity (including technical) for planing and implementing disaster risk reduction programs.
- A key need is for donors and implementers to move their focus from “big” disaster events to ongoing, every day disasters resulting from persistent poverty and high vulnerability.<sup>19</sup> This is particularly so in remote, rural, ethnic communities.

Numerous constraints impact the development, implementation, effectiveness and sustainability of disaster management activities, including:

- Isolation for many communities suffering from “everyday disasters” located in remote, mountainous areas of rural Laos.
- Poor communication and limited access to electricity and road access.
- Ethnicity and language barriers, between outsiders and local communities, particularly for women and the elderly.
- Gender issues: there is limited interaction and the participation of both women and men in the development process, at all levels but especially at community and district government level.

### **Key Stakeholders**

This section provides a summary of key stakeholders and relevant GoL policy frameworks. Current approaches to disaster management in Laos include: 1) emergency disaster response, 2) community based disaster preparedness, 3) disaster risk reduction, and resilience building and 4) the mainstreaming or integration of disaster risk reduction into wider development programs. However, many donors, UN agencies and NGOs are also directly or indirectly involved in poverty reduction and rural livelihood work in Laos, partnered with a variety of government agencies. Annex 9 provides a comprehensive list of stakeholders.

**GoL:** Disaster sector activities in Laos are framed by the following GoL policy documents: National Socio-Economic Plan 2006-2010; National Growth and Poverty Eradication Strategy (NGPES); and the Strategic Plan on Disaster Management of

---

<sup>17</sup> Capacity is defined as: “The resources and skills people possess, can develop and access, to reduce disaster risks and prepare for hazards” by the Asia Disaster Preparedness Centre’s Media Kit, Section 1.1 Definitions, p. 3.

<sup>18</sup> DFID “Disaster risk reduction: a development concern.” p. 2.

<sup>19</sup> Wood, Sarah ‘Coping Mechanisms: The Challenge of Ongoing Hazards’, Dec 2003. *Juth Pakai* Vol 1, p. 24-32. <http://www.undplao.org/juth1/Dec%2003%20Juth%20Pakai.pdf>



Laos to 2020, 2010 and Action Plan to 2005.<sup>20</sup> The Strategic Plan provides the policy, strategic and implementation framework for DM activities in Laos.<sup>21</sup> The aims of the strategy are to: “1) safeguard sustainable development and reduce the damage of natural and manmade disasters to community, society and country economy; 2) shift strategy from relief and mitigation after disaster impact to community, society and economy of government organizations to preparedness before disasters strike emphasizing on flood, drought, landslide and fire parallel with continuing mitigate in post disaster period; 3) turn from responsibility of only government agency to people centred in dealing with disaster by building capacity for community; and 4) promote forever protection of the environment and country rich such as: forest, land and water.”

Key GoL stakeholders are the **National Disaster Management Committee (NDMC)**, and its secretariat, the **National Disaster Management Office (NDMO)**.<sup>22</sup> The NDMC is headed by the Minister of Labour and Social Welfare (MoLSW), and comprised of 13 high-level members from ministries and mass organisations. While the NDMC meets infrequently, the NDMO has a permanent office within the MoLSW, and 10 permanent staff. Its main function is to be a coordination point between the various central ministries and provincial government structures, to promote disaster risk reduction, and to effect disaster response. Similar committees have been established at provincial (PDMC) and district level (DDMC) and are often not active in the absence of major disaster events, or the provision of external funding and technical assistance. These committees are usually headed by provincial governors or vice governors, and district governors or vice governors respectively. Annex 10 shows the organisational structure and lines of communication between the NDMC, PDMC and DDMCs.

The **Lao Red Cross** is represented on the NDMC, PDMC and DDMCs and has modest capacity to provide emergency disaster response. Mass organizations of the party, especially the **Lao Women’s Union**, the **Lao Youth Union** and the **Lao Front for National Construction** are well-placed to assist with community mobilization and coordination of various technical line agencies to integrate implementation approaches at local government and community level. In cases of emergency response to disasters (e.g. flood, drought), the MoLSW provides assessments of social impacts, and the Ministry of Agriculture and Forestry (MAF) provides assessments of agricultural impacts.

**Donors, International Organisations and INGOs in Laos:** The European Community (EC), through **ECHO** and **DIPECHO**, is one of the key donors to the disaster management sector in Laos. The UN also funds a number of disaster related interventions in Laos. The UN agencies in Laos established an **Inter-Agency Committee for Natural Disaster Response and Preparedness** in early 2006.<sup>23</sup> The

---

<sup>20</sup> Laos has also adopted the Hyogo Framework for Action 2010-2020 (agreed at the World Conference on Disaster Reduction held in Kobe, Hyogo, Japan) in January 2005.

<sup>21</sup> GoL Strategic Plan on Disaster Management of Lao PDR to 2020, 2010 and Action Plan to 2005.

<sup>22</sup> The NDMO provided significant input into the AM in identifying key DM sectoral issues, as well as facilitating discussions at the national, provincial, district and village levels.

<sup>23</sup> Following the LANGOCA Mission, UN Inter Agency Standing Committee (IASC) In-Country Team for Natural Disaster Response Preparedness (coordinated by WFP) held a DM stakeholder meeting on 23 May 2006, for a briefing on IASC’s Self-Assessment Tool. AusAID and LANGOCA NGOs were invited, and AusAID presented an

membership currently includes World Food Programme (WFP), Food & Agriculture Organisation (FAO), United Nations Development Programme (UNDP) and United Nations Children's Fund (UNICEF). AusAID has also provided support for ANGOs. Key INGOs working with GoL in the disaster sector include CARE, Concern Worldwide, Oxfam Australia and World Vision. There are a larger number of INGOs working in the related, rural livelihoods and rural poverty reduction sector, including Action Contre la Faim (ACF), Adventist Development Relief Agency (ADRA), Consortium, Deutsche Welthungerhilfe/German Agro Action (DWHH/GAA), Quaker Service Laos (QSL), and Save the Children Australia. The Bangkok-based **Asian Disaster Preparedness Centre** (ADPC) and Japan-based **Asian Disaster Reduction Centre** (ADRC) are excellent regional resources for technical assistance.

### **Lessons Learned**

Many critical lessons have been learned in disaster management which bring together the experiences of a broad range of stakeholders. They include:

- Rural livelihoods are central to issues of vulnerability and poverty in Laos, and must be addressed in disaster management initiatives to bring about effective and sustainable change.
- Currently short term interventions are common in the disaster sector, but are unsustainable.
- Gender and ethnicity are not easy to address, but are critical to sustainability.
- Gaps in coordination compromise the effectiveness of disaster management initiatives.
- Government approval processes are often long and not well understood. This is particularly the case when integrated and multisectoral project interventions are considered.

A comprehensive list of lessons learned and crosscutting issues across both sectors is summarized in Annex 11.

### **Cross-cutting Issues**

Gender, HIV and AIDS and capacity issues are all important to the DM sector, but integration of crosscutting issues, as well as analysis and practice has been ad hoc. However, ethnicity and environment are also central issues to the experience of disasters, vulnerability and rural poverty in Laos.

- Ethnicity is closely linked to vulnerability and opportunity, with ethnic women being at a particular disadvantage. Language and literacy are common constraints. Diverse local livelihood practices and cultural beliefs need to be taken into consideration in DM, as do the dynamics of newly created, multi-ethnic communities.
- Environment: Access to natural resources is an increasing issue, as is the impact on the environment with increasing degradation, population pressure, and the scale of commercial development of natural resources.

## **4.2 UXO**

### **Terminology and Approach**

Widespread UXO contamination in Laos is one of many factors contributing to the vulnerability of the rural poor, which impacts on their resilience. While UXO contamination affects poverty levels, and therefore, vulnerability of communities to a

---

overview of the Analytical Mission. The need for a comprehensive mapping exercise of stakeholder activities was identified as an important first step. A follow up meeting is scheduled for 15 June 2006.

range of hazards, it is also the most vulnerable people within communities that take the greatest risks associated with UXO contamination. In Laos this sector is commonly referred as to the unexploded ordnance or UXO<sup>24</sup> sector, as landmines comprise only a small percentage of the contamination compared to cluster munitions (“bombies”), rockets, grenades, mortars and bombs, left over from the Indo-China conflict.<sup>25</sup>

Severe UXO contamination still impacts over 37% of all agricultural land providing a serious obstacle to sustainable development; effective utilization of potentially productive land; killing and maiming people (particularly farmers and children) and animals; inhibiting fuel and water collection, communications and transport; and generally undermining social and economic development activities.

The GoL’s Strategic Plan on Disaster Management of Lao PDR to 2020, 2010 and Action Plan to 2005, cites UXO contamination as impacting on the income of communities at local level, as well as the national economy at macro-level.<sup>26</sup> For example, the scrap metal trade, which endangers the lives of those who collect and defuse it before sale,<sup>27</sup> continues to grow. Poverty and vulnerability, rather than lack of knowledge about dangers, have been found to be key factors in determining who collects scrap.<sup>28</sup> There is scope for vulnerable, rural communities to benefit significantly from the reduced impact of UXO contamination through an integrated livelihoods approach which incorporates: 1) UXO/ mine risk education (MRE); 2) survey and clearance; 3) from improved survivor assistance services, and 4) the improvement of linkages between impact reduction and post-clearance land use within those communities.

### **Unmet Needs, Gaps and Constraints**

The major needs and gaps in the UXO sector include:

- Lack of transparent linkages in planning and implementation of UXO awareness, clearance and post land usage, in affected communities.
- The need for improved prioritisation in the UXO program to reduce costs, clear contaminated land more quickly, and improve the socio-economic impact of clearance.
- Improved efficiency in clearance techniques and methodologies.
- Limited integration of clearance and livelihood programs.

Various constraints impact the development, implementation, effectiveness and sustainability of UXO activities. These include:

- Context of Laos: Remoteness, ethnic diversity, lack of general health, a weak education system and coverage and limited infrastructure.

---

<sup>24</sup> Unexploded ordnance (UXO) is an explosive ordnance (EO) that has been primed, fused, armed or otherwise prepared for use or used. It may have been fired, dropped, launched or projected yet remains unexploded either through malfunction or design for any other reason. UXO comprises bombs, mortars, grenades, missiles or other devices that fail to detonate on impact but remain volatile and can kill or maim if touched or moved. Glossary of Mine Action Terms, Definitions and Abbreviations. International Mine Action Standards. 2<sup>nd</sup> ed. January 2003. The National Survey on the Socio Economic Impact of UXO in Lao PDR (1997) describes the different reasons why ordnance fail to detonate.

<sup>25</sup> UXO definitions follow the International Mine Action Standards (IMAS 04.10) Guidelines.

<sup>26</sup> Strategic Plan on Disaster Management of Lao PDR to 2020, 2010 and Action Plan to 2005. p. 2.

<sup>27</sup> Landmine Monitor.

<sup>28</sup> See Moyes, Richard Scrap Metal Collection in Lao PDR. UNICEF, AusAID, LandMineAction, GICHD, 2005.

- Lack of multi year funding and long term commitment of donor community impacts quality of intervention and sustainability.
- MoU processes with government are often a long and not always clear process, and even more difficult when integrated project interventions are presented; i.e. clearance work with a development agency.

### **Key Stakeholders<sup>29</sup>**

This section provides a summary of key stakeholders and relevant GoL policy frameworks. Annex 9 provides a comprehensive view of stakeholders in the UXO sector.

**GoL:** The **National Regulatory Authority (NRA)** was established by Prime Ministerial Decree in March 2004. However, it has been of limited effectiveness to date due to the lack of staff, resources and limited donor assistance. The National Strategic Plan for the UXO Programme in Lao PDR, 2003-2013 outlines the framework for NRA's main task to ensure a cohesive and holistic approach to UXO Mine Action in Laos in cooperation with all stakeholders. The NRA Board will provide oversight, with representatives from the CPC and Ministries of Agriculture and Forestry, Defence, Education, Foreign Affairs, Health, Information and Culture, Labour and Social Welfare and Security; and coordinate with international organizations (including UNDP and UNICEF). Annex 12 shows an organizational chart of the UXO sector under the direction of the NRA.

**UXO Lao<sup>30</sup>** was also established in 1996, originally as an organization, later amended to a program, under the MoLSW. UXO Lao operates a National Office in Vientiane, a Training Centre at Ban I-lay, as well as 9 provincial programmes, with provincial and some district offices. UXO Lao is currently the largest employer in remote, mountainous regions, and makes a significant contribution to the socio-economic status of those communities. The establishment of the NRA has narrowed the mandate of UXO Lao to that of one operator among many, in an environment where a number of humanitarian operators are entering or re-entering the sector.

**Donors, International Organisations and INGOs:** UNDP is providing technical, operational, material, training and resource mobilization support to strengthen both the NRA and UXO Lao. In the past, AusAID has funded a total of AUD\$ 1.9 million, including being one of the original donors supporting UXO Lao. Currently AusAID is providing support for the NRA. The US Government also funds the NRA and UXO Lao. UNICEF has committed itself as a lead agency for MRE in the national sector, working closely with NRA and the Community Awareness Technical Working Group (TWG).

A number of international organizations and companies have been implementing partners (IPs) of UXO Lao. They include NGOs such as Mines Advisory Group (MAG), Norwegian People's Aid (NPA), World Vision Australia, Handicap International Belgium (HIB), more recently Fondation Suisse de Deminage (FSD) and the Japanese Mine Action Service (JMAS); as well the German commercial company, Gerbera, and the Belgian Army. Under the new UXO national strategy, NGOs now

<sup>29</sup> Annex 8 provides a list of the key stakeholders and their activities in the UXO sector.

<sup>30</sup> UXO Lao provided significant input into the AM, as well as facilitating discussions at the national, provincial, district and village levels.

have the opportunity to implement clearance intervention as independent operators. In 2006, HIB and MAG have re-started as independent UXO and clearance operators.

**Independent operators:** Prior to 2004, commercial (UXO clearance) operators were the only independent operators in Laos. They included Milsearch-BPKP and Gerbera. Since 2004 Mine Tech International and Phoenix Clearance Ltd have been approved as independent operators. It is becoming increasingly common for NGOs to be approved as both implementing partners of UXO Lao and as independent operators. These changes highlight some important issues for regulation of the UXO sector, as well as the need to find a balanced approach to support for international, national and local clearance operators. Australian assistance will promote a balance of support to national and international clearance agencies in Laos, based on the principle that “mine action is most effective when there is good national and local ownership.”<sup>31</sup>

### **Lessons Learned**

Key lessons in the UXO sector include:

- More effective prioritization of UXO interventions can be improved by systematically coordinating and sharing information.
- The lack of accurate information (e.g. land clearance, accidents) weakens the ability of all agencies involved in UXO clearance, community awareness and victim assistance to better plan their activities and measure success.
- Improving technical methodologies, approaches, and best practices could reduce the cost of mine action and accelerate intervention.
- Assistance for survivors of UXO is very limited, focusing mainly on medical care, physical rehabilitation and limited vocational training in only a few provinces.
- Vertical and horizontal coordination mechanisms need to be strengthened to lead to more effective outputs.
- Lack of communication among UXO stakeholders has been partially addressed by establishing several working groups, but they remain focused at the national level.
- Site selection for community development interventions in UXO contaminated areas must be undertaken with all stakeholders including communities, governments, NGOs and local associations to improve sustainability.
- Community participation in all aspects and processes of UXO/ mine action improves ownership, prioritization of needs, effectiveness and cost reduction.

A comprehensive list of lessons learned and crosscutting issues across both sectors is summarized in Annex 11.

### **Cross-cutting Issues**

Gender, ethnicity, HIV and AIDS and capacity issues are all important to the UXO sector and like the DM sector UXO issues are linked to vulnerabilities to ethnic communities in remote and mountainous areas. Also, as noted in the DM sector, integration of crosscutting issues, as well as analysis and practice has been ad hoc.

- A Gender Approach needs to take into account specific context, ethnicity and cultural practices.
- HIV and AIDS is still considered to be low prevalence but high risk, while rates of STIs are very high. HIV and AIDS awareness needs to be integrated and mainstreamed across all aspects of UXO work. For example, local recruitment and employment reduces risk behaviour while providing direct local income.

---

<sup>31</sup> Australian Government Core Group Recommendations Report for a White paper on Australia's Aid Program. December 2005.

- The majority of UXO/ mine action interventions are conducted in ethnic communities that are already facing major constraints: remote areas, native languages other than Lao, cultural beliefs, poor health and education support. Therefore, it is important to better understand diversity and to integrate the community's reality, while also respecting national policies and strategies of the GoL.
- Clearance involves change in land use and has direct and long term impacts on environment.

### 4.3 Common Sector Issues and Potential Future Impacts

The key element in common for both sectors is the relationship between hazard, vulnerability and poverty. In understanding the Laos context and the constraints which shape sector activities, 3 major issues emerge:

- Remoteness and isolation, poor access to communications.
- Weak coordination across stakeholders at all levels.
- Need for capacity building across all levels.

While the lessons learned reflect the specific sector experiences, there are several lessons which demonstrate the importance of integration. These include:

- A community based approach.
- Both DM and UXO within a broader poverty reduction framework.
- Effective linkages between policy, activation of existing systems and practice at all levels.
- Mainstreaming gender, ethnicity, HIV and AIDS, and environment into all activities across all levels.
- Long term commitment to sustainability from donors, GoL and communities.

The major assessment of the sectoral analysis is that policy, strategy and action needs to take closer account of the critical linkages between UXO, DM, vulnerability and poverty reduction in the Laos context. Many critical lessons have been learned across the 2 sectors. However, the communication and integration of these lessons and experiences is ad hoc and opportunistic, and would benefit from some concerted efforts at coordination, to increase the effectiveness and the sustainability of sectoral activities.

In the last 10 years significant changes have emerged in Laos. They impact not only the DM and UXO sectors but broader issues of growth, poverty and development. These issues include the:

- **Growing gap between rich and poor**<sup>32</sup> as confirmed in the NGPES. The incidence of urban poverty has reduced much more than that of rural poverty over the period 1992/93 to 1997/98.<sup>33</sup> GoL aims to achieve high economic growth within a context of **equity**.
- **Degradation of natural resources and the decline of forest** area, due to logging, swidden agricultural practices and population pressure. The decline in forested areas has significant impact on the vulnerability of rural communities as it has traditionally been their social safety net in times of hardship and emergency.
- **Increasing population** at the rate of 2.5% per year in Laos (unlike its neighbours). The average birth rate is 4.9 nationwide (same as Cambodia, and

<sup>32</sup> *National Growth and Poverty Eradication Strategy* (NGPES). January 2004, p. 28.

<sup>33</sup> *Ibid.* p. 23.

significantly higher than all other neighbours). The birth rate is considerably higher in rural areas e.g.: 7.3 in the former Xaysomboun Special Zone and 6.3 in Houaphan province, while only 2.3 in urban Vientiane.<sup>34</sup>

- Debate exists about the GoL's strategy of **resettlement** of remote, upland communities, which aims to extend basic service delivery coverage and reduce poverty, but which has also had a number of negative impacts<sup>35</sup>. Resettlement, or relocation, which has been ongoing over the past 10 years, is slowing in some areas and increasing in others. What is clear is that many people now live in different locations to 10 years ago, and the expected benefits have not always been accrued<sup>36</sup> at the community, district and provincial levels.
- **Expansion of roads and infrastructure** into neighbouring countries (including China, Vietnam, Cambodia and Thailand) as part of economic growth strategies. However, this expansion also brings with it the potential risk of increasing HIV and AIDS, increased mobility and tourism and unsustainable natural resource development.

The potential for future impacts of these changing patterns of development is significant, not only for the disaster management and UXO sectors, but for poverty reduction and economic growth overall. It requires thoughtful strategic consideration and incorporation into planning, policy and activity development.

## 5. OPTIONS FOR ACTIVITIES

As part of the Analytical Mission the LANGOCA Team prepared a list of potential Options for Disaster Management and UXO Activities (Annex 13). These options reflect the unmet needs, gaps, constraints and lessons learned across the 2 sectors, and provide a critical assessment of rationale, constraints, timeframe and stakeholder participation appropriate for identified activities. Table 2 summarizes the key components which are presented in detail in Annex 13.<sup>37</sup> An underlying principle of the Options is that crosscutting issues will be integrated across all disaster management and UXO activities as they are designed and implemented. While the structure of Table 2 does not infer any prioritization of the Options proposed, during the Stakeholder Debrief and Workshop (28 June 2006), key stakeholders while endorsing the sectoral analysis, suggested that prioritization be given to capacity building and coordination (including policy) in DM; and coordination and policy (including planning) in the UXO sector.

---

<sup>34</sup> Lao Reproductive Health Survey 2000. Summary Report of Provincial Data, Lao/02/PO7, National Statistics Centre and United Nations Population Fund, Vientiane, 2003, p. 13.

<sup>35</sup> See *Participatory Poverty Assessment*, Lao PDR, 2001, ADB; Alton, Charles, *Service Delivery and Resettlement, Options for Development Planning* Charles Alton, Huamphanh Rattavong, UNDP.

<sup>36</sup> 'Aiding or Abetting? Internal Resettlement and International Aid Agencies in the Lao PDR', Baird, Ian and Shoemaker, Bruce, Probe International, August 2005 contains up to date discussion. For the resettlement discussion of 8 years ago, see Basic Needs for Resettled Communities in the Lao PDR, UNESCO/UNDP, June 1997. Action Contre la Faim has also been looking closely into this issue.

<sup>37</sup> Annex 12 presents a list of potential options. Examples of cross cutting issues are included, and will need to be fully integrated as part of the LANGOCA Program.

**Table 2. Summary of Options for Disaster Management and UXO Sector Activities**

<b>DISASTER MANAGEMENT</b>	<b>UXO</b>
<b>1. COORDINATION</b>	<b>1. COORDINATION</b>
Support NDMO, PDMC, DDMC and Village DMC to develop plans: Strategic and Action Plans which incorporate disaster risk reduction activities in addition to response activities	Strengthen Research <ul style="list-style-type: none"> <li>Investigation of research gaps</li> <li>Conducting research where gaps have been identified</li> <li>Responding to recommendations from research i.e. research action</li> <li>Contribute to policy development</li> <li>Establishment of NRA resource centre</li> <li>Support to NRA in developing monitoring and effectiveness indicators for integrated UXO action</li> </ul>
Improve information systems Collection and dissemination of data Risk assessments (incorporating information on both hazards and vulnerability) Historical patterns and current occurrence of disasters	Support to NRA in promoting fora to share technical lessons learned; best practice for technicians, practitioners and government
Support forum for sharing partnerships/ dialogue between NGOs and GoL at all levels	Media Campaign <ul style="list-style-type: none"> <li>Advocacy</li> <li>Awareness raising</li> </ul>
Sharing training materials, training, lessons learnt	
<b>2. CAPACITY BUILDING</b>	<b>2. CAPACITY BUILDING</b>
Training materials, knowledge skills, management, planning, M&E: identify and /or develop appropriate materials	Support to UXO Lao and NRA to provide support for Survivor Assistance: <ol style="list-style-type: none"> <li>Support to policy development</li> <li>health services</li> <li>socio-economic</li> </ol>
Activate existing structures as related to above 2 activities	Support for a National Database (NRA) <ul style="list-style-type: none"> <li>Collection of data and management of data</li> </ul>
Resources for sector coordination (e.g. Financial, technical)	Support to UXO Lao and NRA in terms of technical and managerial support
	UXO Lao to provide nationally accredited training to UXO clearance operators
<b>3. IMPLEMENT DM/ POVERTY REDUCTION PROJECTS</b>	<b>3. IMPLEMENT UXO/ POVERTY REDUCTION PROJECTS</b>
Undertake situational analysis on needs, vulnerability, community resources and capacity, coping mechanism, cultural and traditional practices	Implement poverty reduction activities involving UXO/ mine action elements <ul style="list-style-type: none"> <li>adopting best practice</li> <li>trial new practices</li> </ul>



<p>Implement Poverty Reduction Projects</p> <ul style="list-style-type: none"> <li>▪ Reduce vulnerability through interventions on food security, income generation, human/animal health improvement, water and sanitation, literacy and numeracy</li> <li>▪ Disaster risk reduction through infrastructure projects, natural resource management (e.g.. reforestation, soil conservation), early warning systems</li> <li>▪ Building community resilience through strengthening existing coping strategies, developing and supporting new effective coping mechanism, raising community awareness, supporting local mechanisms to plan and implement disaster risk reduction and response activities</li> </ul>	<ul style="list-style-type: none"> <li>▪ applying research</li> <li>▪ supporting national structures such as the NRA and meeting information requirements</li> <li>▪ needs based rural development</li> <li>▪ participation</li> <li>▪ geographic focus and community based</li> <li>▪ may include: agricultural extension, small-medium enterprise development, small scale infrastructure, WATSAN, market access, literacy, clearance etc</li> </ul>
Review existing research on ethnic groups and government policies that may have implication on disaster management	UXO/ Mine Risk Education (MRE)
<b>4. POLICY DIALOGUE</b>	<b>4. POLICY DIALOGUE</b>
Support the inclusion of program and community lessons in policy development/improvement	Support fora for dialogue among GoL, donors, NGOs and the private sector, including in regional dialogues
Support NDMO's engagement in national and regional policy dialogues	Support inclusion of technical lessons learned, community based approaches and best practice for technicians, practitioners and government
Support fora for dialogue among GOL, donors, NGOs and the private sector	

Four categories have been identified as critical to assisting the development and sustainability of activities in the DM and UXO sectors: 1) coordination, 2) capacity building; 3) implementation of DM and UXO projects; and 4) policy dialogue. Options have been developed to provide a balanced range of activities, with opportunity for strategic, policy, practical and hands on activities phased across the short and long term.

The options presented also identify opportunities for a range of stakeholder participation and cooperation across all levels: national, provincial, district and village.

These options were discussed and verified at the Analytical Mission Stakeholder Debrief Workshop in Vientiane on 28 June 2006. Stakeholders suggested that prioritization be given to capacity building and coordination (including policy) in DM; and coordination and policy (including planning) in the UXO sector. Additional consideration will now need to be given to resourcing, and coordination of activities across the 2 sectors. Specifically, LANGOCA will now need to move to the next step of activity identification for the Program.

## 6. LANGOCA PROGRAM

The second objective of the LANGOCA Analytical Mission (AM) was to:

- identify a framework within which AusAID and Australian NGOs will work together to achieve the objectives of the LADCS consistent with LANGOCA guidelines.

Discussions were held about the key parameters for the LANGOCA Program. These parameters need to be substantively developed in order to finalize a LANGOCA Program structure and processes. Annex 14 details key issues and a summary is presented below.

**Process:** A consultative process will be adopted as part of the development and management of the LANGOCA Program. The process will include AusAID and LANGOCA NGOs, in consultation with GoL to incorporate the LANGOCA Program development (based at AusAID desk) and Program implementation (based at AusAID post).

**Governance / Decision Making:** Mechanisms should include clarification of: the decision making model (possibly a Program Coordinating Committee with GoL, GOA, and ANGOs for joint decision making and governance); dispute management/ resolution; contracting options; budget allocation; programming unallocated resources; approval process; Memorandum of Understanding (MoU), as well as practical issues for managing delays in MoUs.

**Management:** should be a flexible, innovative and response driven management process, with clarification of partnership mechanisms and roles.

**Activities/ Interventions:** activities need to encompass a “poverty reduction”, sustainability and best practice focus: whether they include project level; policy coordination; research and information coordination; capacity building. The next step is to identify how activities will be matched with ANGOs.

**Design:** implementation issues need to be clarified, including timeframes and peer review mechanisms.

**Performance Framework:** LANGOCA Program performance, indicators, monitoring and program quality frameworks need to be developed to address Program and activity levels. Evaluation mechanisms are also needed to provide regular feedback on lessons learned, impacts and outcomes.

## 7. KEY OUTPUTS OF THE ANALYTICAL MISSION

The purpose of the Analytical Mission has been to examine the linkages between vulnerability reduction, disaster mitigation (DM)/ risk reduction, UXOs and crosscutting issues such as gender, ethnicity, HIV and AIDS and environment.

The Analytical Mission has been successful in addressing the objectives as demonstrated by the key outputs.

- LANGOCA Analytical Mission Draft Paper
- Disaster Management and UXO Sector Working Paper Annex 6)
- Bibliography (Annex 8)
- Disaster Management and UXO Stakeholder Matrix (Annex 9)
- Disaster Management and UXO Lessons Learned (Annex 11)
- Options for Activities (Annex 13)

Specifically, the Analytical Mission has made a significant contribution to supporting and strengthening coordination between stakeholders at all levels, across the 2 sectors:

including GoL, donors, INGOs, private sector and communities, through the various stakeholder workshops and field visits. These initiatives have been reinforced through the Stakeholder Debrief Workshop.

In addition, following the LANGOCA Analytical Mission, UN Inter Agency Standing Committee (IASC) In-Country Team for Natural Disaster Response Preparedness (coordinated by WFP) held a DM stakeholder meeting on 23 May 2006, for a briefing on IASC's Self-Assessment Tool. AusAID and LANGOCA NGOs participated, and AusAID presented an overview of the Analytical Mission. The need for a comprehensive mapping exercise of stakeholder activities was identified as an important first step. A follow up meeting is scheduled for June 2006.

## **8. NEXT STEPS AND TIMEFRAME**

The next steps will include:

- Additional consultations with LANGOCA Team.
- Completion of the DRAFT LANGOCA Analytical Mission Report by 6 June 2006 and circulation to all stakeholders including GoL, for feedback by 30 June 2006.
- Follow up Stakeholder Debrief Workshop in Vientiane during June 2006, to debrief on findings of the Analytical Mission and to discuss proposed options for activities.
- Follow up consultations by AusAID and GoL to finalize the DRAFT LANGOCA Analytical Mission Report.
- Finalization of the LANGOCA Analytical Mission Report by 15 July 2006.
- NGO Partner meetings: Australia and Laos: June, July, and August 2006.
- Draft LANGOCA PROGRAM document developed by 31 August 2006.
- Follow up consultations by AusAID and GoL to finalize the LANGOCA Program document by 30 September 2006.
- Identification of specific activities for the LANGOCA Program by 31 Oct 2006.
- Final LANGOCA PROGRAM document by 31 Oct 2006.

## **ANNEX 1. AusAID Support to the Disaster Mitigation and UXO Sectors: Previous and ongoing AusAID interventions UXO and disaster mitigation sectors in Laos**

### **UXO sector**

Australia has been providing assistance to the UXO sector in Laos since 1996. Total funding expended in the UXO sector (January 1996 to June 2006) is approximately \$9.7 million. The focus of assistance has been community awareness raising / mines risk education in various forms and UXO clearance activities, including support to UXO Lao since its inception. Australian assistance has also been provided to the prosthetics and orthotics program (1996, 1998/99, 2000/01), technical advisers (1996/97), a UNICEF UXO protection project (1998/99, 1999/00, 2000/01), and rehabilitation and social integration (2001/02).

These activities have primarily been supported with Humanitarian and Emergencies funds, with some funded by the bilateral program (Lao Prosthetic and Orthotic Program and Community Awareness Schools Program in 1996, Rehabilitation and social integration project funded in 2001/02, and Community-based UXO clearance in 2005/06). Others were funded through the Community Programs Section (UXO Awareness Raising in 1996 and 1996/97).

Australia has been a long term supporter of UXO Lao, commencing with its establishment in 1996. Other major partners in the UXO sector have included the National Rehabilitation Centre, multilateral organisations (UNDP and UNICEF), and NGOs (Mines Advisory Group (MAG), Handicap International, and World Vision Australia (WVA)). More recently, Australia has developed a strategic partnership with the National Regulatory Authority for UXO action and the Swiss NGO, Fondation Suisse du Deminage (FSD).

The two most recent UXO sector interventions (2005/06) are FSD's Community-based UXO Clearance and our support to the NRA. The first program is being implemented by FSD in close association with the WFP and is establishing a community-based UXO clearance capacity to support WFP's "food for work" activities in four of Laos' most heavily bombed provinces (Khammoune, Savannakhet, Champassak and Sekong). Additionally, the funding supports national capacity, with the training of SEOD officers.

Funding for the NRA will: support the establishment and operations of the NRA during 2006 that will see the progressive growth of its staffing and overall operations; initiate development of a National Accident Database; and allow the recruitment of a Victim Assistance Technical Advisor in the NRA.

### **Disaster mitigation sector**

Australia has been providing assistance in the disaster mitigation sector in Laos since the late 1990s. This assistance has included projects for community disaster preparedness (Savannakhet Disaster Preparedness – 2000/01-2002/03 with CARE, Champassak Disaster Management Project – 2000/01-2003/04 with WVA, and OCAA Disaster Risk Reduction (Salavan) – 2003/04-ongoing).

Regional programs have also worked to address this sector, including providing funding to the Asian Disaster Preparedness Center (ADPC) since 1997/98. Part of this support was core funding. ADPC have also implemented a Mainstreaming Disaster Risk Management and Institutional Development Project in the region, supported by AusAID.

Australia has also been a long term supporter of WFP utilising HES funds and most recently has funded a WFP drought assistance project to communities affected by drought in provinces including the Xaisamboune special zone, Champassak and Attapeu. It is scheduled to run 2005/06-2006/07.

Australia's major partners in the disaster mitigation sector have been NGOs such as CARE, World Vision and Oxfam Australia, and multilateral organisations including WFP.

Total funding for disaster mitigation activities in Laos has been approximately \$5.5 million, including regional flows of at least \$3 million.

## **ANNEX 2. Analytical Mission Terms of Reference**

1. Background: .....	31
2. Objectives .....	10
3. Scope .....	35
3.1. Outputs .....	35
3.2 Key activities to be undertaken .....	36
3.2.1 Initial in-Australia activities .....	36
Team Leader / AusAID .....	36
Issues Paper / Team Leader .....	36
3.2.2 In-country activities .....	36
Mission Team .....	36
3.2.3 Return to Australia activities .....	37
Team Leader .....	37
4. Duration and phasing .....	37
5. Team members .....	38
5.1 Members .....	38
5.2 Responsibilities .....	39
5.2.1 Team Leader responsibilities .....	39
5.2.2 NGO team member responsibilities .....	39
6. Reporting .....	39
7. Attachments .....	40
Attachment A - Resource documents .....	40
Attachment B – List of Laos-based stakeholders .....	40
Attachment C – Detailed in-country itinerary .....	40

## **Background:**

### **The Australian aid program**

In Australian Aid: Investing in Growth, Stability and Prosperity (September 2002) the Minister for Foreign Affairs stated that AusAID will develop partnership agreements with Australian NGOs in selected bilateral programs linked to country level strategies. This statement and the AusAID Strategic Plan place increased emphasis on the importance of quality in program design and delivery.

The vehicle for this change process is the introduction of 'cooperation agreements' with NGO partners. Cooperation agreements aim to build on and maximise the unique strengths of NGOs; particularly in relation to their long- term experience, capacity and linkages with partner organisations and communities in specific countries. The Laos – Australia NGO Cooperation Agreements (LANGOCA) program will link NGO programs and expertise closely to the Laos-Australia Development Cooperation Strategy 2004-2010 (LADCS), in order to ensure that support to NGOs in Laos is effectively targeted to Strategy development priorities.

In addition to the LADCS, the Lao Government's National Growth and Poverty Eradication Strategy, National Socio-Economic Development Plan, and related sub-sector policy documents are part of the framework for this process. AusAID's new Mine Action HIV/AIDS and Humanitarian strategies, as well as current global thinking on best practices also frame the program.

The LANGOCA program will directly address LADCS Strategic Objective 3, to reduce the vulnerability of the poor. LANGOCA will focus on achieving the two Specific Objectives under Strategic Objective 3: Specific Objective 3.1 to reduce the impact of natural disasters, and Specific Objective 3.2 to reduce the impact of UXOs.

Under this new approach to engagement with NGOs, AusAID sought capability statements from members of the Australian NGO community interested in delivering support in these two areas. As a result of an appraisal and selection process AusAID has entered into five 'in-principle' cooperation agreements (CAs) with four Australian NGOs: Oxfam, CARE, World Vision (2), and Save the Children. These Cooperation Agreements will enable AusAID to draw upon the expertise of these NGOs to undertake strategic policy development as well as program implementation.

AusAID now seeks to undertake a process, in conjunction with these NGOs, which will develop a more specific framework within which AusAID and these NGOs will work together to achieve the objectives of the LADCS.

### **Background: Lao Development Context**

Lao has a ranking 135 on the UNDP Human Development Index. It is the poorest country in the East Asia region. Laos' social indicators are among the lowest in the world, on par with Sub Saharan Africa. Laos also has the dubious title of being the most heavily bombed country in the world with around 37% of land across 15 of Laos 18

provinces still affected. As a consequence there is a strong correlation between UXO contamination, poverty and food insecurity.

Laos is characterised by many remote, mountainous ethnic minority villages. Some 47 different ethnic groups are recognised and 52% of the total population are ethnic minorities.

Laos GDP per capita is US\$382 per annum and approximately 3/4 of the population live on less than US\$2 a day. 80% of the population is rural, and less than 10% of villages have running water. Life expectancy is estimated at 54 (M) and 63 (F) years. The birth rate is currently 4.8%. The under 5 Mortality Rate is 100/1000 live births – 10%.

Health and literacy indicators of ethnic minority peoples are significantly lower than national averages. Ethnic minority women can experience a double disadvantage, based both on gender and ethnicity, have limited access to labour-saving devices or health, family planning, water supply and sanitation, or education services. Ethnic minority women have the highest fertility and maternal mortality rates in the population, and their infant mortality rates are some of the highest in the world: 1 out of 4 children die before the age of one and 3 out of 20 fail to reach age five.

Rapid socio-economic change also presents a threat to traditional livelihoods and coping strategies. Certain development initiatives relating to resettlement, stabilisation of shifting agriculture, and land-forest allocation have also had unintended adverse effects on these groups.

Terminology used in these TORs for UXO follows the International Mine Action Standards (IMAS 04.10) guidelines. For disaster the United Nations International Strategy for Disaster Reduction Secretariat guidelines.

### **Background: UXO sector**

2 million tons of bombs were dropped on Laos during the Indo-China war making it the most heavily bombed country per capita in the world. An estimated one third of the ordnance failed to explode on impact leaving large parts of the country littered with UXO. Severe UXO contamination still affects 15 provinces, particularly Savannakhet, Xieng Khouang, Saravane, Khammouane, Sekong, Champassak, Huaphan, Attapeu and Luang Prabang. Over 37 per cent of all agricultural land is affected and UXO presents serious obstacles to sustainable development, tying up large tracts of potentially productive land, killing and maiming people and their animals and interfering with fuel and water collection, communications and transport. In addition UXO discourages movement between villages and slows transport and communication works, and generally undermines social and development activities. Farmers and children are particularly at risk.

Trends suggest that the number of casualties is increasing, especially among children, who so far this year make up 60% of the total. With the price of scrap metal rising and easy availability of cheap metal detectors, poor and vulnerable communities are actively seeking out UXO to sell and supplement their income. Deliberate handling of ordnance despite the known risks can be viewed as an indicator of vulnerability, especially low income and limited livelihood options.



The UXO sector is a priority sector for the Government of Laos under the National Growth and Poverty Eradication Strategy. The GOL has established the National Regulatory Authority (NRA) and has policy and institutional arrangements in place.

Under this theme of UXO, AusAID is looking at the issue of integrated approaches to mine action and UXO clearance as promoted in AusAID's new mine action strategy including in:

Advocacy and Capacity building on all aspects of mine action including universalisation of the legal framework;

Integrated UXO and Explosive Remnants of War (ERW) action: surveys, mapping, marking, policy analysis and development, establishment of Victim Assistance and other databases, and integrated UXO clearance and development/livelihoods activities; Mine Risk Education: raise awareness of the risks of landmines and UXO, enabling at-risk groups to avoid them. Should include issue of scrap metal trade

Victim/Survivor Assistance: Rehabilitation of survivors, providing them with new skills, so they can continue to be productive members of their communities

Integrated Mine and UXO action applies to interventions and/or programs that mainstream UXO-related activities and analysis into broader development programming, in order to enhance social and economic impacts of clearance activities. For example integrated UXO action might include interventions integrated with land use planning, provision of basic infrastructure (eg: access roads and bridges), basic education (including adult and/or vocational education, and/or life skills and livelihoods education), integrated victim rehabilitation programs, socio-economic reintegration of communities affected by UXO (including micro-finance and advocacy activities), and agricultural rehabilitation. It might include operational research, joint analysis and development of enhanced advocacy and Mine Risk Education (MRE) strategies.

### **Background: Disaster sector**

In Lao PDR context, this theme recognises that while communities are affected by natural disasters such as floods and droughts, of greater impact are impediments to livelihood systems and community coping mechanisms. These include: crop pests; animal diseases; human disease; lack of access to safe water and sanitation; and the general weakening of community coping mechanisms due to rapid socio-economic change, relocation and environmental degradation, which interact with a compounding effect. Certain development initiatives, such as relocation, may have unintended adverse effects that increase vulnerability. Communities in Laos have varying levels of resilience and ability to adjust to, and recover from, environmental, social-cultural and economic changes.

Disaster management is understood to include all aspects of reducing the risk of, planning for, and responding to, disasters at each stage of the cycle. Issues to be examined in this area include existence of programming at community and/or government level to establish mechanisms and decision making processes for strengthening integrated risk reduction, disaster management and response capacity. Capacity for LANGOCA alignment with GoL processes (at community or higher levels) and capability to contribute to strengthened GoL disaster management capacity is important. Areas for further consideration include:

Disaster risk reduction, prevention and preparedness; including capacity for assessments of risk, vulnerability and capacity;  
Community resilience to cope with disaster, including capacity and skills at community level to improve livelihoods and food security and reduce environmental degradation;  
Impact of lack of access to paddy land, reliable and safe water supply, and small scale infrastructure as well as environmental, socio-cultural and economic changes on vulnerability and incidence of disaster;  
Gaps in operational research and policy on integrated livelihoods and disaster reduction strategies.

### **Background: HIV/AIDS**

7.4 Million people are currently estimated to be living with HIV/AIDS in the Asia-Pacific region. This pandemic is one of the greatest threats to social stability, security, development, and economic growth. In 2004 the AusAID HIV/AIDS strategy Meeting the Challenge was launched and articulates how Australia will work with partner countries, multilateral and regional agencies to reduce the spread of HIV/AIDS and mitigate the effects on affected people.

The current level of recorded HIV/AIDS infection in Laos is low (less than 0.1%), however, with low levels of education and literacy across the country and with rapid infrastructure development designed to open up markets and increase regional links, the epidemic has the potential to explode - particularly in vulnerable communities where HIV/AIDS awareness is low.

Women in Laos have been identified as increasingly at risk, due to low literacy, education and health status; lack of knowledge about sex, STI, HIV/AIDS, high-risk behaviour of their spouses and sexual partners, and lack of empowerment to negotiate safe sex.

New international roads linking Laos to Southern China, Cambodia, Vietnam and Thailand where prevalence rates are high, are leading to increased mobility, a significant risk vector for HIV spread. With open borders to ASEAN nationals, economic disparity, migration and tourism, the epidemic will clearly also spread to Laos. Currently Laos has a narrow window of opportunity to prevent the spread of HIV/AIDS and avoid a costly pandemic which would overwhelm rudimentary health services, and reverse development gains. Being aware of the urgency to prevent further spread of HIV, the new draft multi-sectoral Lao National Policy and Strategy for HIV/AIDS/STI focuses heavily on prevention of infection among service women, mobile populations and youth, who make up over half of the population.

We are looking to this mission to explicitly examine the linkages between vulnerability reduction, disaster risk reduction, UXO and HIV/AIDS. The analysis undertaken by this mission will be expected to explore opportunities for HIV/AIDS issues to be mainstreamed and integrated into development considerations relating to disaster risk reduction and UXO vulnerability reduction.

### **Objectives**

1. To provide a more specific and narrowly defined analytical framework that will be used to inform future joint AusAID and NGO integrated programming interventions

that reduce vulnerability to UXO and disaster risk reduction. Within the newly established NGO Cooperation Agreements, the overall aim is to deliver a strategic and balanced approach to UXO action and disaster reduction and mitigation in Laos.

2. As a secondary objective to identify a framework within which AusAID and Australian NGOs will work together to achieve the objectives of the LADCS consistent with LANGOCA guidelines

## **Scope**

### **3.1. Outputs**

The Mission, drawing upon the considerable existing body of analytical material already available, will produce the following key analytical outputs:

Relating to the primary objective:

A situational analysis which synthesises and sets out the current development situation in each sub-sector covering:

- development context (identify existing institutional, capacity, logistical and other contextual constraints and opportunities), priority needs, and current and planned Government of Laos and donor/NGO activity;
- identification of strengths and weaknesses of key stakeholders in the UXO and disaster vulnerability reduction sectors in Laos, as well as in their capacity for mainstreaming gender, HIV/AIDS and ethnic minority issues;
- identification of unmet development, analytical and policy development needs in these sectors and mainstreaming strategies;
- comparative advantages NGOs have built up in specific geographic areas and with specific institutions.

Relating to the secondary objective:

- Develop criteria for assessing priority interventions for short and longer term LANGOCA programming;
- Assess LANGOCA partners comparative advantage and capacity to deliver on high priority areas for AusAID support identified consistent with the guidelines for LANGOCA;
- Identify opportunities to mainstream UXO and disaster mitigation action into other parts of AusAID's program/country strategy and add value to already funded and ongoing AusAID activities for example: activities with World Food Program/Foundation Suisse de Deminage and National Regulatory Authority.
- If time permits compile a matrix of existing donor activities in the disaster sector and contribute to the updating of the UXO donor matrices based upon new information collected
- Recommend next steps for implementation of strategies and opportunities identified.
- Identify a collaborative process including next steps and ToR for joint design of quick start shorter term high priority LANGOCA activity and policy/analytical interventions.
- In setting out options for Australian engagement the report should analyse existing partnerships and identify opportunities for further partnership with other development agencies. In this respect the report should summarise donor/NGO agency's potential strengths and weaknesses, their capacity for partnership, their current foci, program of activities and geographical location.

## **3.2 Key activities to be undertaken**

### **3.2.1 Initial in-Australia activities**

#### **Team Leader**

- Team leader reviews mission TORs and a selection of resource documents
- Team leader summarises key development, contextual, sectoral, implementation and policy issues
- Team leader refines TORs for individual team members drawing on these TORs, initial literature review and team member skills sets.
- Initial meeting between team leader and other team members and AusAID.

#### **In Canberra Mission Team**

- Team leader and other team members review, and possibly identify further, key relevant Mine action/UXO and disaster mitigation documents relevant to Lao Country Strategy. Key documents identified for review include: the Core Group Recommendations Report for a White Paper on Australia's aid program, NGO Cooperation Agreement guidelines; the new AusAID Mine Action Strategy, Humanitarian policy, recent Lao UXO sector evaluations, analyses and reports, relevant reports on Australian NGO work in Laos (Australian chapter of ICBL, Care, World Vision etc), UXO Sector Donor Activity Matrix and Geneva International Centre for Humanitarian De-mining reports etc (see recommended reading list at Attachment A).
- Meet with key stakeholders in Australia, including
- International Campaign to Ban Landmines (ICBL);
- Australia's Department of Foreign Affairs and Trade (DFAT) - Legal and Treaties Section (for perspectives on landmine legislation and action);
- AusAID - Asia Transboundary Section, Humanitarian and Emergencies Section, HIV/AIDS Task Force);
- Department of Defence
- Teleconference with AusAID at Laos post, MAG or local UXO and disaster experts and the Burnet Institute on disaster, UXO and HIV/AIDS issues in Laos
- Issues Paper / Team Leader
- Based upon literature review and interviews, and discussions with Post, draft a short (5 page) issues paper identifying:
- the key issues (including Lessons Learned) for consideration in developing an integrated and targeted UXO and disaster vulnerability reduction strategy for Laos within the new Cooperation Agreements
- issues should include reference to opportunities for mainstreaming and promoting an integrated approach to HIV/AIDS, gender and working with ethnic minorities.
- key operators and agencies (for UXO drawing on the current donor and NGO matrix), in the two sectors should be identified for interview and further research.
- methodology for consultations and field visits in Laos
- In-country activities

#### **Mission Team**

Meet with range of Lao government, NGO, donor and other stakeholders and key informants (see Attachment B for a suggested list of stakeholders). The Laos post will develop a draft in-country program for review by the mission team, considering the benefits of a mix of joint and individual meetings as appropriate.

These meetings should seek donor and operators views on sector priorities, opportunities and challenges, governance issues etc. For example the team should meet with:

- the UXO donor working group to introduce the mission's objectives
- NGO and commercial clearance operators to have a more technical level discussion
- In addition the team will:
- Hold a meeting with all Australian NGOs and other key stakeholders working in Laos to discuss lessons learned related to the sectors, as well as activity design and approaches to working with key stakeholders identified through previous activities and experience working in Laos.
- Undertake UXO and natural disaster vulnerability reduction related field visits. The team will split up for this part of the mission. Possible field visits may include FSD / UXO Lao in Savannakhet – MAG in Khammoune for UXO and Oxfam in Salavan for disaster.
- Prepare a short Aide Memoire (max 3 pages) summarising preliminary analysis of the mission. Present on the basis of this Aide Memoire to mini workshop/debrief meeting with UXO donor working group and technical operators, and disaster risk reduction stakeholders to discuss and validate findings.
- Hold final debrief to broader stakeholder group and Post (including DFAT as appropriate)

### 3.2.3 Return to Australia activities

#### Team Leader

- Hold a debriefing meeting with AusAID Canberra and other Canberra-based stakeholders
- Prepare draft and final reports as specified in the outputs section above and according to the timeline below
- Present key findings (once reporting is finalised).
- Duration and phasing

Task	Who	Input (TL)	Input (other team members)	Dates
Team leader: literature review; develop team member TORs; develop methodology	TL	4 days	-	10-Mar-2006
Meeting between team leader, AusAID Canberra and team members in Canberra	Aus Mission Team	1 day	1 day	17-Mar-2006
Mission team meetings with Canberra-based stakeholders in Canberra	Aus Mission Team	2 days	2 days	21-22 Mar-2006

Task	Who	Input (TL)	Input (other team members)	Dates
Issues paper production	TL	2 days	2 days	29 March 2006
team pre-mission meeting to finalise approach to in-country process in Canberra	Aus Mission Team	1 day	1 day	24-Apr-2006
Transit to Laos		1 day	1 day	1-May-2006
In-Laos mission	Lao Mission Team	11 days	11 days	2 to 12 May 2006
Presentation of aide memoire	TL	(included above)	(included above)	12-May-2006
Transit from Laos		1 day	1 day	13-May-2006
Canberra debriefing	TL and mission team and other team representatives	1 day	1 day	17-May-2006
Draft report production	TL	7 days	3 days	26-May-2006
Final report production	TL	2 days	1 day	9-Jun-2006
Canberra seminar		1 day	-	16-Jun-2006

A more detailed draft program for the in-Laos component of the mission is at Attachment C.

Team members

#### 5.1 Members

The team will comprise:

- a single team leader;
- representatives from the following NGOs:

World Vision	2 members (given World Vision has both UXO and disaster mitigation Cooperation Agreements with AusAID)
CARE	1 member
Oxfam	1 member
Save the Children	1 member

Other members would include:

Government of Laos	2 representatives
Independent in-country UXO and Disaster Risk Reduction specialists	Jo Durham MAG – UXO Kathryn Sweet Independent Consultant
AusAID Desk	RM
AusAID Post	WH, RS, SS, (AC, JD)

Utilisation of an in-country reference group is also being considered. This group would be consulted by the mission at certain stages during the mission. This group may also assist in the review of mission outputs. Composition may include:

- Government of Laos - National Disaster Management Office & the National Regulatory Authority
- The Burnet Institute
- Local experts in the field

## **5.2 Responsibilities**

### **5.2.1 Team Leader responsibilities**

The team leader will be responsible for:

- Further elaborating the TORs for individual team members
- Production and submission to AusAID of the issues paper, drawing upon inputs of other team members as appropriate
- Tasking, reviewing and coordinating the work of all team members
- Managing the consultation process with stakeholders, including developing methodology, determining the outputs to be achieved and as appropriate allocation of consultation tasks across team members
- Presenting mission outputs to Laos and Canberra-based stakeholders
- Production and submission to AusAID of the draft report, drawing upon inputs of other team members as appropriate
- Production and submission to AusAID of the final report, drawing upon inputs of other team members as appropriate

### **5.2.2 NGO team member responsibilities**

Under guidance from the team leader:

- Assist in reviewing a summarising relevant literature on the Laos UXO and disaster vulnerability reduction sectors
- Contribute to the issues paper
- Participate in the process of interviewing relevant Australian and Laos-based stakeholders in both sectors
- Participate as directed in the key activities specified above and contribute as directed to the key outputs specified above
- Contribute to the production of the draft report and final report
- Participate in debriefing in Laos and AusAID
- Participate if required in the AusAID seminar

## **Reporting**

The mission shall produce the following reports:

- Issues paper (no more than 5 pages) identifying the key issues (including Lessons Learned) for consideration in developing a more comprehensive and targeted UXO

and disaster vulnerability reduction strategy for Laos within the new Cooperation Agreements

- An Aide Memoire (no more than 3 pages) summarising preliminary findings of the Laos consultation mission.
- Draft a Report: including 2 page Executive Summary outlining mission findings, recommendations and Next Steps. Main report should be no more than 10-12 pages (not including Annexes)
- Prepare a final report incorporating AusAID and other stakeholder comments
- Prepare a brief PowerPoint presentation to be delivered at an AusAID-specified seminar

## **Attachments**

Attachment A - Resource documents

Attachment B – List of Laos-based stakeholders

Attachment C – Detailed in-country itinerary



### ANNEX 3. AM Aide Memoire

DRAFT

#### Laos–Australia NGO Cooperation Agreement Program Analytical Mission: Aide Memoire

15 May 2006

#### A. INTRODUCTION

1. **Laos - Australia Development Co-operation Strategy:** The Laos–Australia NGO Cooperation Agreement (LANGOCA) program is an integral part of the Australian Agency for International Development’s strategic approach to the *Laos - Australia Development Co-operation Strategy 2004-2010* (LADCS), which reflects and supports the aims of the Government of Laos (GoL) National Growth and Poverty Eradication Strategy (NGPES). LANGOCA will directly address LADCS Strategic Objective 3, *to reduce the vulnerability of the poor*, by focusing on disaster management and the reduction of the impact of UXOs. LANGOCA takes an integrated approach to crosscutting issues including HIV/AIDS, gender, capacity building, ethnicity, and environment, and is underpinned by the Australian Agency for International Development (AusAID) policy including the new Mine Action, HIV/AIDS and Humanitarian strategies, as well as current best practice on quality in program design and delivery.
2. **The LANGOCA program** is based on the LANGOCA Guidelines and utilizes the AusAID mechanism of ‘*cooperation agreements*’ (CAs) with Australian NGO (ANGO) partners to build on the strengths and expertise of NGOs, particularly their long term experience, capacity and linkages with partner organizations and communities in Lao PDR. AusAID has entered into five ‘in-principle’ CAs with four ANGOS: CARE, Oxfam, Save the Children and World Vision (2). These CAs will enable AusAID and NGOs to work in partnership to undertake comprehensive sectoral analysis, strategic policy development, program implementation, and the development of a more specific framework for LANGOCA. The first part of this process is to jointly undertake an Analytical Mission (AM).
3. **The AusAID LANGOCA Analytical Mission (AM)** was undertaken in Laos PDR from 2-15 May 2006 by a joint team of GoL, ANGOS, AusAID and independent consultants.<sup>38</sup> The *purpose* of the AM was to examine the linkages between

<sup>38</sup> The LANGOCA Analytical Mission Team included: Dr Ludmilla Kwitko (Team Leader, Independent Consultant), Mr Rob McGregor (AusAID, Program Manager Laos, Canberra), Mr Warren Hoyer (AusAID, Program Manager, Vientiane), Ms Rakounna Sisaleumsak (AusAID, Acting Program Officer, Vientiane), Ms Sounisa Sundara (AusAID, Program Assistant, Vientiane), Ms Amber Cernovs (AusAID HIV/AIDS Taskforce, Canberra), Mr Khamlouang Keoka (Oxfam Australia, Laos PDR Country Representative, Vientiane), Ms Nami Nelson (Care International in Lao PDR, Program Coordinator, Vientiane), Mr Phearak Svay (World Vision, Program Officer, Asia & the Pacific Rim Team, Melbourne), Mr Leigh Vickery (Save the Children Australia, Country Programme Director Lao PDR, Vientiane), Mr Prasana De Silva (World Vision, Director of Operations Lao PDR, Vientiane), Mr Luc Delneuve (UXO Specialist, Vientiane), Ms Kathryn Sweet (DM Specialist, Vientiane), Mr Bounpone Sayasenh (Ministry of Labour and Social Welfare, UXO Lao, National Director, Vientiane), Mr Khamphao Hompangna (Ministry of Labour and Social Welfare, Department of Social Welfare, Deputy Director General), Mr Vilayphong Sisomvang (Ministry of Labour and Social Welfare, National Disaster Management Office, Acting Deputy Director). Additional NGO representatives from Australia (Ms Lee Fitzroy, Oxfam

vulnerability reduction, disaster management (DM)/ disaster risk reduction (DRR), UXOs and crosscutting issues such as gender, ethnic groups, capacity building, HIV/AIDS and environment.

4. **The purpose of the Aide Memoire** is to highlight the preliminary findings, and conclusions of the Analytical Mission. A Draft Final Report is expected to be completed by 31 May 2006.
5. **Acknowledgments:** The LANGOCA Team would like to acknowledge the contribution and assistance of GoL: Ministry of Foreign Affairs, Dr Bountheuang Mounlasy, Department of International Cooperation in facilitating the Mission, and to Mr Phonesavanh Chantavilay, Department of International Organizations for chairing the Stakeholder Consultation Workshop; Ministry of Labour and Social Welfare, National Disaster Management Office (NDMO) and UXO Laos, for their valuable participation on the LANGOCA Team and facilitation of field visits; and to the Saravane provincial and Ta Oy district authorities for enabling field visits. The Team would also like to thank Oxfam Australia, FSD and MAG for organizing and providing excellent support to the Team during field visits. Finally, the LANGOCA Team would like to express their sincere thanks to the AusAID Vientiane post, for their excellent organization, support and participation in the Mission; specifically Mr Warren Hoyer, Ms Sounisa Sundara, Ms Rakounna Sisaleumsak, Ms Anna Clancy, and Ms Jane Davies.

## **B. ANALYTICAL MISSION OBJECTIVES AND METHODOLOGY**

### **6. Objectives:**

- to provide a more specific and narrowly defined analytical framework that will be used to inform future joint AusAID and NGO integrated programming interventions that reduce vulnerability to UXO and disaster risk. Within the newly established NGO Cooperation Agreements, the overall aim is to deliver a strategic and balanced approach to UXO action and disaster reduction and mitigation in Laos.
  - to identify a framework within which AusAID and Australian NGOs will work together to achieve the objectives of the LADCS consistent with LANGOCA Guidelines.
7. **Methodology and Approach:** The Analytical Mission is guided by the framework outlined in the Issues Paper<sup>39</sup>. The AM was structured in 3 parts: 1) Sector situational analysis and stakeholder consultations across the DM and UXO sectors to identify key lessons learned, gaps, unmet needs, constraints and crosscutting issues; 2) Field visits: DM to Saravane Province and Ta Oy District; and UXO to Savannakhet and Khammoune Provinces; and 3) Critical analysis of key DM and UXO sector findings; options and opportunities for potential activities, including NGO specific activities; and discussion of parameters for the LANGOCA Framework.

## **C. KEY FINDINGS**

---

Australia, Program Coordinator East Asia, Melbourne; Ms Catherine Johnson, World Vision, Asia Team Leader, Melbourne; Ms Cathy Boyle, CARE Australia, Senior Program Officer; Ms Judith Ascroft, Save the Children Australia, Asia Regional Manager, Phnom Penh) joined the Mission from 11-14 May for final analytical discussions.

<sup>39</sup> Laos-Australia NGO Cooperation Agreement Program (LANGOCA) Analytical Mission: Issues Paper. 6 April 2006.

The approach taken in the Analytical Mission was to consolidate key lessons learned for DM and UXO sectors based on the situational analysis, consultation with key stakeholders, field visits and Team member's experience. The Mission reaffirmed the close linkage between UXO and DM vulnerability and poverty reduction. Sector specific interventions were then identified to address gaps and constraints.

## **8. Sector Lessons Learned, Gaps, Constraints**

### **Disaster Management (DM):**

**Definition:** Disaster is defined as a serious disruption to society, which exceeds peoples' ability to cope. In Lao PDR, disasters are often characterized as being slow-onset, or chronic, and in remote rural areas. Vulnerability is the key factor impacting on a community's ability to cope. Poverty is a main determinant of vulnerability to disaster in Lao PDR, as are increasing pressures on the environment and population. Focusing on coping mechanisms (both existing and new) and building community resilience are effective strategies to reduce vulnerability to disaster.

### **Key Lessons:**

- Rural livelihoods are central to issues of vulnerability and poverty in Lao PDR, and must be addressed in disaster management initiatives to bring about effective and sustainable change.
- Currently short term interventions are common in the disaster sector, but are unsustainable. Longer timeframes and multisectoral approaches are required to promote sustainable, quality outcomes.
- Gaps in coordination compromise the effectiveness of disaster management initiatives. By supporting and strengthening coordination between and among existing government agencies, international organizations, the private sector and local communities, effectiveness and sustainability can be enhanced.
- Government approval processes are often long and not well understood. This is particularly the case when integrated and multisectoral project interventions are considered.

**Cross-cutting Issues:** Gender, HIV and AIDS and capacity issues are important to the DM sector. However, ethnicity and environment are central issues to the experience of disasters, vulnerability and rural poverty in Lao PDR. Vulnerability is predominantly found in ethnic communities living in remote, mountainous areas, who are highly reliant on the availability of natural resources within their local environments.

- Ethnicity issues are closely linked to vulnerability and opportunity, with ethnic women being at a particular disadvantage. Language and literacy are common constraints, with few bi- or multi-lingual speakers available to work across different ethnic languages. Diverse indigenous livelihood practices and cultural beliefs need to be taken into consideration in DM, as do the dynamics of newly-created, multi-ethnic communities.
- Environment: Access to natural resources is an increasing issue, as is the impact on the environment with increasing degradation, population pressure, and the scale of commercial development of natural resources. Larger interests compete with local community reliance on the environment, for daily livelihoods, income, food, medicines and materials.

**UXO Mine Action:**

**Definition:** The Mission regards UXO mine action activity in the Lao context to involve the following elements: 1) a community based approach to poverty reduction; 2) survey/clearance planning and operation; 3) survivor assistance (health, socio economic, psychosocial) and employment; 4) risk education toward risk behaviour change; 5) information/ data (accident, land use planning, pre and post clearance) for better prioritization; and 6) informing government policy.

**Key Lessons:**

- There is a significant link between poverty and UXOs, poverty will drive people into high risk activities, such as the scrap metal trade. As such UXO mine action needs to be more effectively integrated into poverty reduction and livelihood development.
- Community participation in all aspects and processes of UXO mine action improves ownership, prioritisation in addressing needs, effectiveness and contributes to cost reduction.
- UXO mine action requires substantial long term commitments and is a costly process.
- There is a need to improve and to try new technical methodologies, approaches, best practices and innovative equipment to reduce the cost of UXO mine action and accelerate intervention; such as risk management-based assessment, post clearance impact assessment, village assisted clearance, and community liaison.
- Vertical and horizontal coordination mechanisms need to be strengthened to lead to more effective outputs; reduce overlap and duplication; improve planning efficiency; and sustainability. Opportunity for partnerships with government's partners, mass organisations, clearance agencies, NGOs, local associations and other potential stakeholders can be more effectively developed.

**Gaps/ Constraints:**

- Lack of accessible and accurate information/ data (e.g. land clearance, other UXO mine action activity, and accidents).
- Infancy and limited current capacity of the National Regulatory Authority (NRA).
- Lack of awareness about and access to limited services (often focused on physical rehabilitation) for survivor assistance, involving great cost (e.g. transport, accommodation and medical).
- Approval (MOU) processes with government are often long and not well understood, and made more difficult when integrated project activities are considered (e.g. UXO clearance with development work). This is similar to a significant constraint in the DM sector.
- Context of Lao PDR: remoteness, ethnic diversity, lack of general health and education system coverage; as well as limited infrastructure and the extensive UXO contamination.
- Lack of multi year funding and long term commitment of donor community impact quality of intervention and sustainability.

**Cross cutting issues:**

- A gender approach needs to be taken in account with respect to context specificity (cultural practices) and types of intervention to maximise use of both male and female knowledge and resources.
- HIV and AIDS is still low prevalence nationally. Although, there are localized incidents of higher rates. Overall STI rates are very high. However, there is the

possibility for a rapid increase for HIV and AIDS infection. A culture of HIV and AIDS risk awareness needs to be integrated within each organization and mainstreamed across all aspects of intervention. Local recruitment and employment reduces risk behaviour, while providing direct local income.

- Clearance involves change in land use and has direct and long term impact on environment.
- The majority of UXO mine action intervention is conducted with ethnic communities that are already facing major constraints: remote areas, languages, cultural beliefs, poor health and education support. It is important to better understand diversity and integrate community reality into UXO work, while also respecting national policies and strategies of the GoL.
- Capacity building, skills transfer and human resource needs are critical to underpinning both DM and UXO approaches to LANGOCA activities to strengthen prospects for sustainability, at all levels.

9. **Sector Activities:** A summary of proposed options for sector activities have been identified to address gaps and constraints and are outlined below. These options will need to be developed further and verified with stakeholders including key GoL partners as part of the next steps to finalizing the LANGOCA Program.

#### **Disaster Management (DM) Options:**

- Support for **coordination**: for NDMO, Provincial Disaster Management Committee, District Disaster Management Committee, and Village Disaster Protection Unit develop strategy and action plans; through improvement of information systems; collect and disseminate data, including current and historical patterns of disasters; forum for sharing partnerships/ dialogue between NGOs and GoL at all levels; sharing training materials, training, and lessons learnt.
- Enhance **capacity building**: through activation of existing structures; provision of resources (technical, financial) for sector coordination; development of appropriate training materials (technical skills, management, planning, M&E).
- Implement **DM Poverty Reduction Projects**: incorporating a multisectoral poverty reduction approach (e.g. reduce vulnerability through interventions on food security, income generation, human/animal health improvement, water and sanitation, literacy and numeracy). These projects would be based upon situational analysis of needs, vulnerability, community resources and capacity, coping mechanisms, cultural and traditional practices; and a review of existing research on ethnic groups and government policies that may have implications for disaster management and risk reduction.
- Contribute to **policy**: in coordination with other stakeholders support the inclusion of program and community lessons in policy development/ improvement; including NDMO's engagement in national and regional policy dialogues, and fora for dialogue among GoL, donors, NGOs and the private sector.

#### **UXOs Options:**

- Integrate **poverty reduction activities**: involving mine action elements: including long term, geographically focused, rural development and community based

approach; adopting best practice; trialing new practices; incorporating research; supporting national structures such as the NRA.

- Support **fora** (including donor and government sector working groups, NRA and UXOLao) to **share technical lessons learned** and best practice across all stakeholders.
- **Capacity building** support for national organizations, including **NRA** and UXOLao particularly with respect the National Database required to address gaps in collection of accurate/ regular data and lack of information in remote areas; and to act as clearinghouse for research.
- Support for **survivor programs**: including policy development (disabled persons rights; health services, psycho-social support, trauma counseling, emergency service provision, capacity building and training); technical assistance to NRA in strategy development; socio-economic issues (vocational training/ education, employment, career guidance, credit access, market research).
- Enhance **mine risk education (MRE) awareness and practice**: with a focus on behavior change which is contextualized (ethnic group, gender, environment), including scrap metal collection; capacity building; piloting models/approaches, by building on experience of UXOLao and other UXO mine action agencies,.
- Identify and promote relevant **research and contribute to policy formulation**.

10. **LANGOCA Program**: Preliminary discussions have been undertaken with respect to the overall LANGOCA Program structure and process based on the findings of the Analytical Mission. Key aspects included: LANGOCA Program MOU, joint management approaches, decision making and governance, budget allocation, criteria for activity selection, contracting, approval processes, timeframe, communications, Steering Committee process, and monitoring/ performance frameworks.

11. Further discussions will be required to finalize the LANGOCA Program, and will continue after the completion of the Analytical Mission Draft Final Report. One of the key next steps is the identification of specific activities to be undertaken by LANGOCA. This task will be undertaken jointly by AusAID and ANGOS in consultation with GoL.

#### **D. NEXT STEPS**

12. The Aide Memoire has provided an overview of the preliminary findings of the Analytical Mission. The next steps will include:

- Additional consultations with LANGOCA Team.
- Completion of the Draft Final Report by 31 May 2006 and circulation to all stakeholders including GoL, for feedback by 21 June 2006.
- Follow up Stakeholder Debrief Workshop in Vientiane during June 2006.
- Follow up consultations by AusAID and GoL to finalize the Draft Analytical Mission Report.
- Identification of specific activities and development of the LANGOCA management structure by 31 Oct 2006.

## ANNEX 4 LANGOCA Program for Analytical Mission in Lao PDR

2 – 15 May 2006

Date Tue 2 May 2006						
Time	Agency	Persons involved	Location	Contact details	Purpose	Comments/Status
08:00-12:00 10:00	Briefing with AusAID Mission aims – Update Logistics etc GoL to join meeting	Team; AC, JD, WH WV, SCA, CARE, Oxfam + Mission DDR and UXO specialists + Mr Khamphao, NDMO, Mr Vilaphong, NDMO, Mr Bounpone Sayasene, UXO Lao	Embassy	413600 ext.4		
12:15-13:15	Working Lunch					
13:30-14:45	Courtesy Meeting with Dept of International Cooperation, MFA Dr Bountheuang Mounlasy, DG Mr. Latsamy Keomany, DDG  Meeting with Dept of International Organizations, MFA Mme Kannika Phommachanh, DG Mr Phonesavanh Chanthavilay, DDG	AC, RM, TL, 1 representative from each NGO	DIC, MFA	DIC 416375 Mr. Latsamy 414927  DIO 414024, 414026		
15:15-16:30	Mr. Phillip Miller, Country Director, Concern	Team 2, WH, RS Mr Khamphao Mr Vilaphong	CWW office	213 578 <a href="mailto:laos.info@concern.net">laos.info@concern.net</a>	Working in DRR and vulnerability / resilience approach	

Date Wednesday 3 May						
Time	Agency	Persons involved	Location	Contact details	Purpose	Comment/ Status
08:30-16:30	Stakeholder workshop (see separate agenda), co-chaired MFA/AusAID: consultation and Lessons Learned	TL, RM, JD, WH, SS, RS, LD, KS WV, CARE, Oxfam, SCA Partner NGOs of LANGOCA NGOs from Window Other INGOs, INGO Coordinator, GOL, LWU, LYU, donors (see stakeholder list)	Don Chan Palace Hotel			

Date Thursday 4 May						
Time	Agency	Persons involved	Location	Contact details	Purpose	Comment/ Status
8:30-9:45	Meeting with CHAS Dr. Chansy Phimphachanh, Director of CHAS	Team 1 + 2, UXO rep Mr Vilaphong	CHAS		HIV/AIDS	
10:00–12:30	Meeting with HIV/AIDS reference group - Prue Borthwick, UNICEF - Dr. Michael Hahn, UNAIDS - Mr. Keith Rickart, Team Leader, Anti-trafficking-drug prevention-HIV/AIDS, ADB/LRC Dr Soulany, LRC Burnet Institute, PSI	Team 1 + 2, Mr Vilaphong UXO rep	Australia Embassy Meeting Room	UNICEF 315204 UNAIDS 213390  Keith 020 242 9394 Dr Soulany 020 569 7975; 241 632 Dr Niramonth250 853; 020 5504 495 John Diedrich PSI	HIV/AIDS	
12:30-1:30	Lunch					
13:30 – 14:30	Meeting with National Regulatory Authority Mr Joe Wenkoff CTA Mr Maligna Saignavongs, Director	Team 1, JD Mr Bounpone Sayasene	NRA office	Joe 020 551 6251  joseph.wenkoff@undp.org		



14:45 – 17:00	Group meeting with demining agencies - Tony Fish, FSD - Ms. Joanne Durham, Country Program Manager, MAG - Mr. Luc, Delneuveville, Program Director, HI (& team member) - Ron Hawkins, Country Rep., Milsearch - Mr. Pascal, Technical, Norwegian People's Aid (NPA) - Amy Delneuveville, UNICEF - JMAS, Mr. Tagawa, Mr Bounpone, Director of UXO Lao (member of team) and John Dingley, CTA Gerbera rep	Team 1, SS Mr Bounpone Sayasene	Don Chan Palace	- Tony 020 573 8677 - Joanne 020 570 5991 (magecpm@laopdr.com) - Luc 412110 <a href="mailto:hilaos@hilaos.org">hilaos@hilaos.org</a> - Milsearch 020 5510 373, 352022, 351 608-9 <a href="mailto:millao@laopdr.com">millao@laopdr.com</a> - NPA 416617 - UNICEF 315200 - JMAS, 264046 <a href="mailto:jmasvte@laotel.com">jmasvte@laotel.com</a>	Focus on technical UXO issues	
---------------	---	---------------------------------------	-----------------	---	-------------------------------	--

Date Friday 5 May						
Time	Agency	Persons involved	Location	Contact details	Purpose	Comment/ Status
09:00 - 12:00	Group meeting with donors UNDP UNICEF ADB EU Germany US Embassy Japan WFP GTZ	JD, WH, RS, SS + team 1 + 2 Mr Khamphao NDMO Mr Vilaphong NDMO	Don Chan Palace	UNDP 213390 UNICEF 315204 ADB 252 627, 250 444 EU 241134-6 Germany 312110, 312111 US 267000 Japan 414400-3 WFP 451005, 414209 GTZ 216410	Focus on DM issues	
12:00-13:30	Lunch		Lunch provided			
13:30 – 17:00	Wrap up Week 1	WH, RS, SS + team 1 + 2 Mr Bounpone Sayasene Mr Vilaphong	Don Chan Palace		Debrief on key issues Logistics for field visits	

Date Saturday 6 May						
Time	Agency	Persons involved	Location	Contact details	Purpose	Comment/ Status
a.m.	Optional meetings with NGOs	Team 1 & 2				
p.m.						

Date Sunday 7 May						
a.m.	UXO group by car to Savannakhet	Team 1+ SS Mr Bounpone Sayasene,				
am	Disaster group by air to Pakse; by car to Salavan	Team 2 + Post + GoL + TL				

Date Monday 8 May						
Time	Agency	Persons involved	Location	Contact details	Purpose	Comment/ Status
All day	Field visit UXO in Savannakhet	Team 1+ SS Mr Bounpone				
All day	Field visit Oxfam (DRR Project, Ta Oy)	Team 2 +WH, RS + Mr Khamphao Mr Vilaphong				

Date Tuesday 9 May						
All day	Field visit To Khammoune in PM	Team 1+ SS Mr Bounpone				
All day	Field visit in Ta Oy To Salavan in PM	Team 2 +WH, RS + Mr Khamphao Mr Vilaphong				

Date Wednesday 10 May						
All day	Field Visit MAG Khammoune UXO team return to VTE in PM	Team 1+ SS Mr Bounpone				
All day	DRR field visit. Travel to Pakse AM, rtn to VTE @ 12:30	Team 2 +WH, RS + Mr Khamphao Mr Vilaphong				

Date Thursday 11 May						
a.m.	Complete write up of UXO and DRR findings	Team 1 & 2				
11:00- 12:00	Group meeting with UXO victim assistance organisations	Team 1			UXO	
12:00- 13:00	Working Lunch	Team 1 + 2	Lao Plaza Hotel		Begin Mission debrief	
13:30	LANGOCA Team Debrief	Team 1 + 2 + ANGO representatives join Mr Bounpone Mr Khamphao Mr Vilaphong	Lao Plaza Hotel	CARE 217727, 212991 WV 412933, 452100 SCA 416937, 415432 Oxfam 450870-71	Debrief on mission findings	

Date Fri 12 May						
Time	Agency	Persons involved	Location	Contact details	Purpose	Comment/ Status
8:30	LANGOCA Team Debrief complete analytical findings; summarise key lessons, issues, and gaps;	Team 1 + 2 + ANGO representatives join Mr Bounpone Mr Khamphao Mr Vilaphong	Lao Plaza Hotel		Debrief on mission findings	<i>Detailed program will be provided prior to debrief</i>
12:00- 13:00	Working Lunch	Team 1 + 2 + ANGO representatives join	Lao Plaza Hotel		Mission debrief	
13:00- 15:30	LANGOCA Team Debrief  continues	Team 1 + 2 + ANGO representatives join Mr Bounpone Mr Khamphao Mr Vilaphong	Lao Plaza Hotel		Debrief on mission findings	

15:30-17:00	Debrief with Anna Clancy (AusAID): key points for Aide Memoire 1. overview of the key findings of the Analytical Mission 2. key principles for identifying interventions/ activities in the sector; (and possibly indicative activities for the short term) 3. confirmation of the overarching bilateral mechanism for LANGOCA	Team 1 + 2 + ANGO representatives, JD	Lao Plaza Hotel			
-------------	---	---------------------------------------	-----------------	--	--	--

#### Date Sat 13 May

Time	Agency	Persons involved	Location	Contact details	Purpose	Comment/ Status
a.m.	LANGOCA Team Debrief  Options for sector activities 1. implications of analytical meetings for activities/ interventions for whole sector; 2. possible options for harmonization; 3. possible short term activities	Team 1 + 2 + ANGO representatives	Lao Plaza Hotel			Detailed program will be provided prior to debrief
p.m.	continues	Team 1 + 2 + ANGO representatives	Lao Plaza Hotel			

#### Date Sun 14 May

Time	Agency	Persons involved	Location	Contact details	Purpose	Comment/ Status
a.m.	LANGOCA Framework: mechanisms, governance, timeframe	Team 1 + 2 + ANGO representatives	Lao Plaza Hotel			Detailed program will be provided prior to debrief
p.m.	Complete Draft Aide-Memoire/ Debrief with LANGOCA Team and AusAID	TL	Lao Plaza Hotel			

Date Mon 15 May						
Time	Agency	Persons involved	Location	Contact details	Purpose	Comment/ Status
8:00 – 10:00	Aide Memoire Debrief to DIO and DIC, GoL	Team 1 + 2, AC, WH 1 representative from each NGO	MFA			
18:00	LANGOCA Team Debrief/ Dinner	LANGOCA Team, AusAID, GoL				

## NOTES:

### Team 1: UXO team

RM

SS

LD

Mr Bounpone Sayasene, UXO unit

World Vision

CARE

### Team 2: Disaster Risk Reduction

TL

AM

KS

WH

RS

Mr Khamphao Homphanga, NDMO

Mr Vilaphong

World Vision

SCA

Oxfam

### Abbreviations:

#### Post

**AC** Anna Clancy

**JD** Jane Davies

**SS** Sounisa Sundara

**WH** Warren Hoyer

**RS** Rakounna Sisaleumsak

#### Team

**TL** Team Leader, Ludmilla Kwitko

**RM** Rob McGregor, CPM Laos, AusAID CBR

**AM** Amber Cervnov, HIV/AIDS sector

**LD** UXO Specialist, Luc Delneuveville

**KS** DRR Specialist, Kathryn Sweet

## ANNEX 5. AM Issues Paper

### Laos–Australia NGO Cooperation Agreement Program (LANGOCA) Analytical Mission: Issues Paper

6 April 2006

*Prepared by Dr Ludmilla Kwitko  
LANGOCA Analytical Mission Team Leader<sup>40</sup>*

## 1. INTRODUCTION

### **1.1 Laos - Australia Development Co-operation Strategy 2004-2010 (LADCS)**

The Governments of Laos (GoL) and Australia (GoA) agreed on the *Laos - Australia Development Co-operation Strategy 2004-2010* (LADCS) in April 2004. The goal of LADCS is to ‘advance Australia’s national interest by assisting Laos to improve the pre-conditions for poverty reduction and sustainable development’.<sup>41</sup> The LADCS directly reflects and supports the aims of the GoL’s National Growth and Poverty Eradication Strategy (NGPES) and aims to support pre-conditions for poverty reduction and reform by improving Lao capacity to create and implement sound policy, as well as encouraging growth of civil society.

The Strategic Objectives of the Country Strategy are:

**Strategic Objective 1:** To build Lao human capital

*:improve access to education; and support the application of new skills and knowledge by developing Lao public policy and management skills and Lao entrepreneurial skills for small and micro enterprise.*

**Strategic Objective 2:** To promote the growth of the market economy

*:strengthen the enabling environment by expanding access to private land titles and strengthening property rights; and contribute to Laos’ further integration into the region through regional programs.*

**Strategic Objective 3:** To reduce the vulnerability of the poor

*:reduce the impact of natural disasters; and reduce the impact of unexploded ordnances (UXOs).*

### **1.2 Laos–Australia NGO Cooperation Agreement Program (LANGOCA)**

The LANGOCA program is an integral part of this strategic approach. It utilizes the AusAID mechanism of ‘cooperation agreements’ (CAs) with NGO partners to build on and maximize the unique strengths of NGOs, particularly their long term experience, capacity and linkages with partner organizations and communities. CAs will engage AusAID and Australian NGOs (ANGOs) in a shared approach to addressing development challenges in Laos.<sup>42</sup>

LANGOCA will directly address LADCS Strategic Objective 3, *to reduce the vulnerability of the poor*. LANGOCA focuses on Specific Objective 3.1 *to reduce the impact of natural disasters*,

---

<sup>40</sup> The Team Leader would like to acknowledge the assistance of the LANGOCA Team (AusAID and all ANGOs) in preparation of this report.

<sup>41</sup> LACDS <http://www.usaid.gov/country/country.cfm?CountryID=35&Region=EastAsia>.

<sup>42</sup> Laos-Australia NGO Cooperation Agreements – Request for Capacity Statements October 2005 provides a detailed description of LANGOCA Guidelines.

and Specific Objective 3.2 *to reduce the impact of UXOs*. LANGOCA is underpinned by the LADCS, the GoL NGPES, National Socio-Economic Development Plan, and related sub-sector policy documents. AusAID policy including the new Mine Action, HIV/AIDS and Humanitarian strategies, as well as current best practice on quality in program design and delivery also frame the program.

Under the CA approach, AusAID sought capability statements from members of the ANGO community interested in delivering support in: 1) *reducing the impact of natural disasters*, and 2) *reducing the impact of UXOs*. As a result of an appraisal and selection process AusAID has entered into five ‘in-principle’ CAs with four ANGOS: CARE, Oxfam, Save the Children and World Vision (2). These CAs will enable AusAID to draw upon the expertise of these NGOs to undertake strategic policy development as well as program implementation.

AusAID now seeks to undertake a process, in conjunction with these NGOs, which will develop a more specific framework for LANGOCA within which AusAID and these NGOs will work together to achieve the objectives of the LADCS. The first part of this process is to jointly undertake an **Analytical Mission (AM)**.<sup>43</sup> The AM LANGOCA Team will include: AusAID Desk, Post and HIV/ AIDs Taskforce, the Team Leader (TL), representation from each LANGOCA NGO, representatives from GoL, and technical specialists in UXO and disaster mitigation/ risk reduction.

### ***1.3 Purpose of the Issues Paper***

The purpose of the Issues Paper (IP) is to provide a progress report on the AM and preparations for stakeholder consultations and field visits in Laos scheduled for 2-15 May 2006. Specifically, the IP will: 1) review the objectives of the AM; 2) confirm the approach and methodology; 3) summarize key lessons learned; 4) identify key issues; and 5) identify key stakeholder consultations. The IP has been developed based upon a preliminary literature review, workshop consultations with LANGOCA NGOs in Melbourne and Canberra, discussions with AusAID Desk and Post (in Laos), as well as briefings by AusAID and relevant stakeholders in Canberra (including HIV/AIDs, Humanitarian and Emergency Response, Mine Action, and transboundary issues).<sup>44</sup>

## **2. ANALYTICAL MISSION**

### ***2.1 Purpose***

The purpose of the AM is to examine the linkages between vulnerability reduction, disaster mitigation (DM)/ risk reduction, UXOs and crosscutting issues such as gender, ethnic minorities, HIV/AIDS and environment.

### ***2.2 Objectives***

- To provide a more specific and narrowly defined analytical framework that will be used to inform future joint AusAID and NGO integrated programming interventions that reduce vulnerability to UXO and disaster mitigation/ risk reduction. Within the newly established

---

<sup>43</sup> Laos Program: NGO Cooperation Agreements: Analytical Mission: Terms of Reference (TORs) 13 March 2006.

<sup>44</sup> Laos Program: NGO Cooperation Agreements: Analytical Mission: Agenda 14 March 2006, and In-Canberra Meeting Schedule 21-22 March 2006.

NGO Cooperation Agreements, the overall aim is to deliver a strategic and balanced approach to UXO action and disaster reduction and mitigation in Laos.

- As a secondary objective to identify a framework within which AusAID and Australian NGOs will work together to achieve the objectives of the LADCS consistent with LANGOCA guidelines.

### **2.3 Approach**

The approach to the AM is based on the following principles:

- Build on lessons learned
- Strengthen and integrate linkages across sectors and partners
- Strengthen harmonization/ alignment and partnerships across all stakeholders
- Build a collaborative and consultative process
- Build on GoL policy and systems
- Strengthen existing GoL capacities and existing programs
- Avoid duplication
- Identify strategic opportunities for phased interventions
- Focus on sustainable interventions

### **2.4 Framework for Analytical Mission**

The LANGOCA Team has identified 4 key components based on the AM TORs as summarized in Table 1.

**Table 1 Framework for LANGOCA Analytical Mission: DM and UXO**

#### **1. Situational Analysis of DM and UXO "sectors"**

- including definitions, assumptions, needs, capacities, development context
- key stakeholders, GOL policy/ organizational structure
- matrix of current activities/ interventions: GOL, donors, NGOs, communities, by geographic area, partners, focus of activities
- integration of crosscutting issues: gender, HIV/AIDs, ethnic minorities, environment
- key constraints
- lessons learned
- future plans

#### **2. Identification of gaps/ unmet needs/ key constraints**

#### **3. Options for activities/ interventions**

- including GOL, donors, NGOs, communities; comparative advantages for NGOs
- opportunities for partnership, harmonization, linkages with stakeholders
- opportunities for quick start activities (including capacity building, M&E, information and management systems, planning) building to long term interventions
- priorities: including criteria for identifying priorities for LANGOCA

#### **4. LANGOCA Framework**

- suggestions for management structure, process for decision making
- nature of agreements between GoL, GoA and NGOs
- approval process and documentation
- monitoring and evaluation for specific interventions, and LANGOCA Program
- timeframe for next steps



## 2.5 Methodology

The LANGOCA methodology (summarized in Table 2) has been based on initial LANGOCA Team discussions and review of the literature. The overall timeframe for the AM is March - June 2006. The key adjustments to the Methodology to date have provided for a critical opportunity for comprehensive and timely analysis and debrief (11-14 May) with the LANGOCA Team (including GoL and Australian representatives of ANGOs) in Laos at the conclusion of stakeholder consultations.

<b>Table 2 LANGOCA Methodology</b>		
<b>Method/ Task</b>	<b>Timeframe<sup>45</sup></b>	<b>Progress</b>
Literature review	Mar-June	Ongoing input from LANGOCA Team Comprehensive Reading List developed by post; additional materials to be obtained in Laos Working Paper being developed by Sector Specialist for DM and UXOs
Consultations in Australia	Mar- April	LANGOCA Team consultations in Melbourne and Canberra Preparation of ANGO Matrix of activities and Lessons Learned Preparation of Issues Paper, Methodology, Key Issues, Program for AM in Laos
Consultations in Laos <sup>46</sup>	2-15 May	Draft Program developed.
Field visits in Laos	7-11 May	Draft Program developed.
Analysis and Debrief	11-14 May	Finalize analytical findings for UXO and DM sectors Identify key issues, gaps and constraints Identify options, opportunities and priorities Discuss LANGOCA Framework
Reporting/ Documentation	7 April 7 April 15 May 20 May 29 May 9 June 16 June	Issues Paper Working Paper on DM and UXOs in Laos Aide Memoire: debrief to GoL Debrief: AusAID Canberra Draft AM Report Final AM Report Seminar: Canberra

## 3. LESSONS LEARNED

The LANGOCA Guidelines provide a foundation overview of the literature on the development context, DM, UXO sectors and crosscutting issues in Laos. The purpose of the Issues Paper is to build on the initial literature review, and draw on the extensive Lessons Learned identified by ANGOs working in Laos, in order to identify Key Issues for the AM. Therefore, a brief summary of DM, UXO and crosscutting issues is presented to provide a context for lessons learned and key issues. A comprehensive literature review is being developed in the Working

<sup>45</sup> Timeframe: some of the dates are indicative at present and are in the process of being confirmed

<sup>46</sup> Annex 1 for a detailed draft program for the AM in Laos 2-15 May 2006. This program will be finalized prior to departure for Laos.

Paper and will be supplemented by additional literature and data collected during the AM and verified during stakeholder consultations and field visits.

### 3.1 Laos Development Context

Laos is the poorest country in the East Asia region ranking 135 on the UNDP Human Development Index.<sup>47</sup> It is characterised by many remote, mountainous, ethnic minority villages. Ethnic minorities, especially women have significantly lower quality of life indicators, with limited access to labour-saving devices, health, family planning, water supply and sanitation, or education services. Ethnic minority women have the highest fertility, maternal mortality in the population and infant mortality rates are some of the highest in the world. It is estimated that 37% of land across 15 of Laos' 18 provinces is still affected by UXOs, making Laos the most heavily bombed country in the world. Therefore, there is a strong correlation between UXO contamination, poverty, vulnerability and food insecurity. A summary socio-economic data is provided in Table 3.

<b>Table 3 Laos Statistics: Summary</b>	
Population, national	5.6 million (growth rate between 2.4 - 2.8%)
Population, Vientiane City	Close to 760,000
Urban/ rural	20/ 80%
Population density	23 people per square km (1 of lowest in East Asia)
Average family size	6 persons
No of ethnic groups	47 officially recognized
% of population ethnic Lao	52% (48% = ethnic minorities)
% of population under 25	Over 60 %
% below poverty line	32% (LECS III)—combines two poverty line measurements: 1) 'food poverty line' or a minimum caloric intake of 2,100 calories for the average person; 2) Non-food allowance. Expressed as income, the line is drawn at 82,000 Kip/ person/ month (rural) and 100,000 Kip/ person/ month (urban). [2001 prices—translates to less than US \$ 0.50/ day] 75% live on less than US \$2/ day
Average income per capita, 2004	US\$382
Life expectancy at birth 2002	54.3
Total fertility rate per woman 2000-2005	4.8
MMR, 2000	530 per 100,000 live births
IMR, 2000	82 per 1,000 deliveries
estimated adult HIV rate, 2000	around 0.05%
No. of villages with electricity	3,716 (35%)
No. of villages get water supply.	Less than 10% (i.e. running water, 'nam papa')
Literacy rate, male/ female	82/ 55 % (rural female 49%)

In the LANGOCA context, **vulnerability** (LACDS Strategic Objective 3) has been defined as "The conditions determined by physical, social, economic, and environmental factors or processes, which increase the susceptibility of a community to the impact of hazards". (United Nations International Strategy for Disaster Reduction Secretariat Guidelines (UNISDR)). In

<sup>47</sup> Laos' social indicators are among the lowest in the world, on par with Sub Saharan Africa.

general, the poor and marginalised are the most vulnerable to hazards and disasters; lacking **capacity** (i.e. the strengths and resources available within a community, society or organization to anticipate, cope, resist and recover from impacts) to reduce the level of risk. This approach necessarily also incorporates a response to specific disasters and hazards. Vulnerability **analysis** therefore includes current poverty issues as well as predictive risk analysis. In Laos the NGPES (Chapter 6) details specific linkages between sources of vulnerability, coping strategies and policy implications.

### **3.2 Disaster Mitigation/ Risk Reduction**

In the Laos context, LANGOCA recognises that while communities are affected by natural disasters such as floods and droughts, of greater impact are impediments to livelihood and community coping mechanisms, such as: crop pests; animal diseases; human disease; lack of access to safe water and sanitation; and the general weakening of community coping mechanisms due to rapid socio- economic change, relocation and environmental degradation, which interact with a compounding effect. However, it is also important to acknowledge that women and ethnic minorities experience a greater vulnerability to disasters.

Disaster management is understood to include all aspects of:

- **Disaster risk reduction, prevention and preparedness**; including capacity for assessments of risk, vulnerability and capacity;
- **Support for government systems and frameworks**; including training, capacity building, policy, and coordination;
- **Community resilience to cope with disaster**, including capacity and skills at community level to improve livelihoods and food security and reduce environmental degradation;
- **Impact of lack of access** to paddy land, reliable and safe water supply, and small scale infrastructure as well as environmental, socio-cultural and economic changes on vulnerability and incidence of disaster;
- **Gaps in operational research and policy** on integrated livelihoods and disaster reduction strategies

### **3.3 UXOs**

Severe UXO<sup>48</sup> contamination still impacts over 37% of all agricultural land providing a serious obstacle to sustainable development; effective utilization of potentially productive land; killing and maiming people (particularly farmers and children) and animals; inhibiting fuel and water collection, communications and transport; and generally undermining social and economic development activities.

Poor and vulnerable communities are actively seeking out UXOs to sell and supplement their income despite the known risks, and this is facilitated by rising scrap metal prices and limited livelihood options. GoL (NGPES), and the National Regulatory Authority (NRA) policy identify UXOs as a priority area. AusAID's Mine Action Policy also promotes integrated approaches to mine action and UXO clearance by mainstreaming UXO-related activities and analysis into broader development programming, in order to enhance social and economic impacts of clearance activities, including:

---

<sup>48</sup> UXO definitions follow the International Mine Action Standards (IMAS 04.10) Guidelines.

- **Integrated activities** with land use planning, provision of basic infrastructure (e.g.: access roads and bridges), agricultural rehabilitation
- **Basic education** (including adult and/or vocational education, and/or life skills and livelihoods education);
- **Victim rehabilitation programs**, socio-economic reintegration of communities affected by UXO (including micro-finance and advocacy activities);
- **Mine Risk Education** (MRE) strategies: operational research, joint analysis and development of advocacy strategies.

### ***3.4 Crosscutting Issues***

LANGOCA takes an integrated approach to crosscutting issues. The AM provides an opportunity to investigate how effectively crosscutting issues are being addressed and integrated not only across the DM and UXO sectors, but also in the interactions across the crosscutting issues themselves.

#### **Gender**

In Laos, gender, culture, environment and livelihood are all linked with vulnerability and poverty. Specifically, gender analysis demonstrates that women's access to services such as health, education and family planning are limited; as are women's active participation in decision-making processes. Female-headed households, widows and the elderly tend to fare worse than male-headed households following a disaster, in part because they have a smaller average resource base. In particular, ethnic minority women experience a double disadvantage, with the socio-economic indicators at very low rates for health, education, water supply and sanitation and very limited access to decision-making processes due to limited or no skills in the predominant Lao Lum language.

However, while a mainstreaming approach to gender may be said to be integrated into many donor and NGO activities, often there is limited documented evidence of the specific strategies employed for integrating women meaningfully into activities. Similarly, the mainstreaming approach often neglects to engage with men. For example, a gender mainstreaming approach to HIV/AIDs would focus both on women and men (as partners, service workers, clients, care givers), as well as youth and adults, particularly when integrated into an approach that deals with improving women's basic standards of living in the context of increasing patterns of mobility or resettlement.

#### **Ethnic Minorities**

Laos is one of the most ethnically diverse countries in Asia, with cultural diversity and equity issues of critical importance to Laos. Ethnic groups residing in remote and inaccessible uplands areas tend to be the poorest and most vulnerable groups. Health and literacy indicators of ethnic minority groups are significantly lower than national averages. Rapid socio-economic change also presents a threat to traditional livelihoods and coping strategies, including unintended consequences of development initiatives relating to resettlement, shifting agriculture, and land-forest allocation. Approaches which demonstrate cultural and language awareness will be critical in addressing DM and UXO issues, as well as the sensitivities to gender and HIV/AIDs.

## **HIV/AIDS**

Currently, levels of recorded HIV/AIDS infection in Laos are low (less than 0.1%). However, with low levels of education and literacy across the country and with rapid infrastructure development designed to open up markets, mobility, migration and tourism, and increase regional links, HIV prevalence has the potential to expand rapidly in Laos. Of particular concern are new international roads linking Laos to Southern China, Cambodia, Vietnam and Thailand, areas where HIV prevalence rates are high. The increasing use of amphetamine type substances (ATS), and the potential for an increase in injecting drug use, may also increase the risk of an escalation in HIV prevalence in Laos.

Key HIV transmission risk groups in Lao include sex workers, clients of sex workers, IDUs, mobile population and migrants, youth and ethnic minorities. GoL has taken the initiative to respond to the urgency to prevent further spread of HIV with the new draft multi-sectoral GoL National Policy and Strategy for HIV/AIDS/STI focuses heavily on prevention of infection among sex workers, mobile populations and youth, who make up over half of the population.

AusAID's HIV/AIDS policy advocates a mainstreaming approach, HIV mainstreaming guidelines have been developed to ensure that all AusAID activities include an awareness of HIV mainstreaming issues during their design, implementation and evaluation. The AM provides the opportunity to: 1) examine the linkages between vulnerability reduction, disaster risk reduction, UXO and HIV/AIDS; 2) explore opportunities for HIV/AIDS issues to be mainstreamed and integrated into development activities relating to disaster risk reduction and UXO vulnerability reduction; and 3) examine HIV mainstreaming issues and opportunities within the crosscutting contexts, including gender, youth and ethnic minorities.

## **Environment**

Laos is endowed with natural resources such as fisheries, water, and non-timber forest products (NTFPs). These natural resources contribute significantly in sustaining the livelihoods of rural communities, particularly in periods of stress. Natural resources also provide cash income opportunities and contribute to social and cultural cohesion, health and economic development. The sound management of natural resources is essential for reducing the impact of natural disasters such as food shortages, flood, and drought. Mapping how effectively environmental management responses have been integrated will be key to understanding a cross cutting approach to environment in the context of UXOs and DM.

## **Capacity Building**

Building on GoL systems and institutions underpins the LACDS, as does building on existing capacities for GoL and communities. Integration of capacity building initiatives across UXO and DM interventions at national, provincial, district levels, and activities, particularly as regards to skills for planning responses to disasters and UXOs, policy development, management, critical analysis, community consultation, and participation, can contribute significantly to sustainable development of institutional and human capital.

### ***3.4 Key Lesson from NGO Activities in Laos***

The summary matrix (Table 4) provides an overview of lessons derived from LANGOCA NGO experience working in Laos, as well as additional ANGOs who were part of the AusAID NGO

Windows Program.<sup>49</sup> The Lessons Learned Matrix is a work in progress to be developed during the AM. It should be noted that categories are not mutually exclusive particularly in relation to cross cutting issues.

Table 4 Lessons Learned	
<b>UXO</b> <ul style="list-style-type: none"> <li>▪ <b>Community based approaches</b> increase community ownership, reduce clearance costs, increase equitable distribution of benefits.</li> <li>▪ UXO awareness needs to be adapted to specific community characteristics including geography and demography.</li> <li>▪ Site selection criteria for demining and selection process must be undertaken with all stakeholders including government and community members.</li> <li>▪ Do no harm/Local Capacities for Peace initiatives are effective principles to apply where dispute risks are high.</li> <li>▪ Maximum benefit comes from working with <b>partners</b> from the outset to achieve mutually compatible goals and objectives.</li> <li>▪ <b>Gender, environmental protection and HIV/AIDS</b> strategies must be integrated from the beginning.</li> <li>▪ Village assisted clearance methodologies should ensure both women and men are trained to develop community capacity.</li> <li>▪ Involving women in clearance teams addresses a number of issues and concerns experienced in other areas with predominantly male mine clearance camps including increased HIV, sexual abuse and drunkenness.</li> <li>▪ A focus on <b>livelihoods</b> needs to be integrated as rural people (adults and children) take high risks to sustain livelihoods.</li> <li>▪ UXO clearance is most successful as an integrated approach focusing on the impact of UXOs on people's livelihoods.</li> <li>▪ A prescriptive template <b>approach</b> to clearance is not as useful as a toolbox approach where specific site characteristics determine the most suitable methodology.</li> <li>▪ While support for UXO clearance is needed, this must not be at the cost of capacity building through formal training.</li> <li>▪ <b>Land use planning</b> is essential and must include community decision making from the</li> </ul>	<b>DM</b> <ul style="list-style-type: none"> <li>▪ In Laos <b>poverty</b> is characterized by ongoing hazards rather than large natural disasters.</li> <li>▪ Focusing DM activities on the most vulnerable (in alignment with NGPES) addresses the greatest need.</li> <li>▪ Effective DM interventions also require attention to root causes of poverty and inequality.</li> <li>▪ <b>Community based approach</b> most efficient in preventing and mitigating losses from disasters; when inclusive of all groups (children, youth, disabled, vulnerable women, UXO survivors).</li> <li>▪ Community savings activities provide a flexible financial instrument that can play an important role in integrating disaster mitigation</li> <li>▪ <b>Capacity building</b> of existing agencies key to supporting DM and risk reduction activities.</li> <li>▪ The use of trainers from a wider range of local organisations can build institutional links and contribute to sustainability.</li> <li>▪ Disaster management training should be on-going; one-off trainings are not sufficient.</li> <li>▪ <b>Mainstreaming DM</b> key to integrating DM at sub national levels and across government agencies to maximize impacts.</li> <li>▪ Linkages between micro projects and macro and regional levels need to be enhanced to promote more effective integration and learning.</li> <li>▪ NGOs have had limited engagement with national government and limited influence on national decision making.</li> <li>▪ Strategies to address <b>cross cutting issues</b> need to be developed during design, so that they do not become lost in the process of implementation.</li> <li>▪ Education and awareness materials need to be adapted for cultural and language diversity for more effective work with ethnic communities.</li> <li>▪ Suitable <b>sustainability</b> indicators and measurements need to be incorporated in the M&amp;E plan developed in the design.</li> </ul>

<sup>49</sup> Annex 2 provides a complete list of LANGOCA NGO activities in Laos and Lessons Learned; as well as lessons learned from NGO Window NGOs compiled by the AusAID Post in Vientiane, 8-15 February 2006.

<p>outset.</p> <ul style="list-style-type: none"> <li>▪ There's a lack of <b>effective reporting</b> of accidents and deaths.</li> <li>▪ <b>Design</b> phase must have a strong focus on developing <b>sustainability</b> strategies.</li> </ul>	<ul style="list-style-type: none"> <li>▪ Sustainability strategies must include cost recovery and community management. Phase out strategies needs to be well considered and should include the hand over to a local authority that has capacity and knowledge.</li> <li>▪ Traditional <b>early warning systems</b> do not always provide accurate information. Research is needed as well as working more closely with groups involved in early warning, such as the Mekong River Commission</li> <li>▪ There has been insufficient attention to project documentation: approaches, outcomes, feedback, critical review, which has inhibited sharing lessons learned across field staff.</li> </ul>
<p><b>GENDER</b></p> <ul style="list-style-type: none"> <li>• Strategies for greater engagement of women in DM training need careful consideration, given women's primary responsibility for care of children and agricultural work. Cultural constraints and workload demands seriously limit women's availability to participate in trainings. As primary caregivers, women's lack of understanding of DM techniques restricts effective community response.</li> <li>• Women's role and participation in decision making at the household, community, district and provincial level needs to be better informed by research. Gender and development training needs to be integrated into capacity building strategy.</li> <li>• Continuing to enhance women's status through incorporating gender mainstreaming into all program activities is critical to enhancing gender roles in program activities.</li> <li>• Gender disaggregated data collection and demonstrating gender sensitivity in the planning processes is a must. Programs must engage with men to meaningfully address issues of gender equity.</li> </ul>	<p><b>HIV/AIDS</b></p> <ul style="list-style-type: none"> <li>• Interventions which target HIV transmission among high risk groups have the greatest prevention impact</li> <li>• Awareness raising and education regarding HIV and AIDS and STIs, and access to prevention measures such as condoms and clean injecting equipment, are key means of addressing the transmission of HIV</li> <li>• Poverty, and related issues such as food insecurity, increase vulnerability to HIV, particularly among women and children.</li> <li>• Development activities, including those mitigating the impacts of poverty and UXOs, can have both positive and negative impacts on vulnerability to HIV.</li> <li>• Non-local workers, including UXO teams and development teams can contribute to the transmission of HIV.</li> <li>• HIV mainstreaming needs to be strongly linked to gender mainstreaming. Programs are the most effective when they include an analysis of the links between poverty alleviation, gender analysis and HIV and AIDs vulnerability.</li> </ul>
<p><b>LAOS DEVELOPMENT CONTEXT</b></p> <ul style="list-style-type: none"> <li>• Important to have a shared understanding and expectation regarding 'ownership' at the local, district and national level.</li> <li>• Need to support government capacity building particularly in the area of human resources; provides leverage and ensures project momentum is maintained.</li> <li>• Use existing government structures at community, district and provincial level at all stages of planning, implementation and</li> </ul>	<p><b>COMMUNITY ENGAGEMENT</b></p> <ul style="list-style-type: none"> <li>• To reduce tensions between minority groups and government, 'do no harm' principles need to be reflected in all project activities.</li> <li>• Village Development Committees can be a valuable forum for participation, planning, prioritising, implementing and monitoring development activities.</li> <li>• It is important to integrate project activities into the socio-economic plan of the district, thus promoting ownership at the district government</li> </ul>

<p>monitoring to enhance transfer of technical information and ensure effective implementation and socio-political sustainability.</p> <ul style="list-style-type: none"> <li>• Crucial to have the right people negotiating with government to gain support and approvals for project activities.</li> <li>• Decision-making rights between major stakeholders, including in-Australia and in-Laos counterparts need to be developed and supported by all parties.</li> <li>• Low retention of well trained government counterparts.</li> <li>• Time needed to build relations and trust with government and communities. NGOs have comparative advantage from existing relationships.</li> <li>• Overlap of resources presents difficulties in operating and overtaxes government human resources.</li> </ul>	<p>level.</p> <ul style="list-style-type: none"> <li>• Community participation in planning water distribution for irrigation, and development of regulations is essential to ensure equity and avoid conflict.</li> <li>• In working with remote and ethnically diverse populations, it is essential that strategies recognising the challenges of that particular context be developed. These must be based on sound research.</li> <li>• Ethnic minorities make up a substantial percentage of the communities affected by UXOs and awareness campaigns need to be adapted for each language and cultural context.</li> </ul>
<p><b>COOPERATION AGREEMENTS</b></p> <ul style="list-style-type: none"> <li>• Opportunities to reflect on previous Cooperation Agreements important for learning and improving process and impact. Current processes raise issues related to lack of clarity, reversal of decisions, lack of clarity about the “cooperative” process, lack of process, lack of consistency between desk/post.</li> <li>• Current CA processes are high cost in time and resources for NGOs.</li> <li>• Approaches and understanding for mainstreaming gender and HIV/AIDS need to be agreed upon by all stakeholders.</li> <li>• CAs, flexible programming, period offer arrangements raise questions about what is meant by “partnership”.</li> <li>• Short-term projects, (less than 3 months) raise resource and staffing issues for NGOs, questions about integration at the program level; don’t allow for interventions to be adequately monitored/ evaluated for impact.</li> <li>• Longer-term funding was core positive aspect of the previous CA process.</li> <li>• Design phases and rolling annual plans are a great benefit of the CA model.</li> </ul>	



## 4. ISSUES

Key issues have been identified based on Lessons Learned, initial LANGOCA Team consultations and Literature Review. This matrix (Table 5) provides a summary and guide to the key issues for discussion during stakeholder consultations. In preparation for specific consultations additional issues will be incorporated as appropriate.

<b>Table 5 Key Issues for Discussion During Consultations</b>	
<b>LAOS DEVELOPMENT CONTEXT</b> <ul style="list-style-type: none"> <li>What's the feasibility of the flexible LANGOCA program approach, given the GoL decision making structure and annual plan framework?</li> <li>How will LANGOCA build GoL ownership?</li> <li>What will be the mechanism for GoL approval for LANGOCA activities; MoU, Exchange of Letters?</li> <li>What are the opportunities for integration, harmonization and linkages across stakeholders?</li> </ul>	<b>COOPERATION AGREEMENTS/ LANGOCA</b> <ul style="list-style-type: none"> <li>What will be the Framework, partnership, decision making and governance structure for LANGOCA?</li> <li>How will individual interventions be integrated in the LANGOCA Program?</li> <li>What opportunities are there for partnering with other stakeholders: government, NGOs, donors?</li> <li>What will be the design process and timeframe post the Analytical Mission?</li> </ul>
<b>DM</b> <ul style="list-style-type: none"> <li>What are the key lessons learned?</li> <li>What worked, what didn't why?</li> <li>What are the gaps, constraints, priorities and emerging needs?</li> <li>What's the understanding of GoL priorities?</li> <li>What are organizations main strategies, priorities, key goals/ targets in the next 5 years?</li> <li>How will they be achieved; how will this be measured?</li> <li>How are lessons and activities communicated and linked across the sector?</li> <li>How can LANGOCA contribute to this sector overall?</li> </ul>	<b>UXO</b> <ul style="list-style-type: none"> <li>What are the key lessons learned?</li> <li>What worked, what didn't why?</li> <li>What are the gaps, constraints, priorities and emerging needs?</li> <li>What's the understanding of GoL priorities?</li> <li>What are organizations main strategies, priorities, key goals/ targets in the next 5 years?</li> <li>How will they be achieved; how will this be measured?</li> <li>How are lessons and activities communicated and linked across the sector?</li> <li>How can LANGOCA contribute to this sector overall?</li> </ul>
<b>GENDER / ETHNIC MINORITIES</b> <ul style="list-style-type: none"> <li>How effectively are gender strategies mainstreamed and integrated into DM/ UXO activities?</li> <li>How are women incorporated into training/ capacity building, decision making, and planning for DM/ UXO activities?</li> <li>How are ethnic minorities, children, youth and disabled integrated into participation, planning and implementation of activities?</li> <li>What approaches are there which demonstrate cultural and language awareness in addressing DM and UXO issues?</li> </ul>	<b>HIV/AIDS</b> <ul style="list-style-type: none"> <li>What is the HIV prevalence rate, and key modes of HIV transmission in the DM/ UXO activity area?</li> <li>Who carries the highest HIV/AIDS burden?</li> <li>Who are the most vulnerable to HIV and its impacts?</li> <li>What is the link between gender and HIV?</li> <li>What are government and other development partners doing with regards to HIV/AIDS?</li> <li>What types of DM/ UXO activities influence vulnerability to HIV; and the impact of HIV/AIDS?</li> <li>What are the potential responses; are these</li> </ul>

	<p>feasible? How effectively have these been mainstreamed?</p> <ul style="list-style-type: none"> <li>▪ What are the comparative advantages of different approaches by DM/ UXO stakeholders?</li> </ul>
--	---

## 5. NEXT STEPS

The purpose of the Issues Paper is to contribute to the framework for the Analytical Mission and specifically identify key issues for discussion during consultation. The IP also provides part of the background documentation (including AM TORs and LANGOCA Guidelines) for discussion and clarification with GoL prior to the AM in Laos.

The next steps involve finalizing arrangements for the AM prior to 1 May and include:

- ✓ Finalizing the itinerary and program for consultations in Laos
- ✓ Completion of literature review
- ✓ Completion of the Working Paper
- ✓ Additional consultations with LANGOCA Team
- ✓ Follow up consultations with GoL by AusAID post.

## **ANNEX 6. Disaster Management and UXO Sector Working Paper**

### **Laos–Australia NGO Cooperation Agreement Program (LANGOCA)**

#### **Analytical Mission:**

#### **Disaster Management and UXO Sector Working Paper**

Ludmilla Kwitko, Kathryn Sweet and Luc Delneuveville  
June 2006

## **1. INTRODUCTION**

The LANGOCA Program is an integral part of the Government of Australia's (GOA) strategic approach to implementing the Laos-Australia Development Co-operation Strategy (LADCS)<sup>50</sup> Strategic Objective 3, *to reduce the vulnerability of the poor*. LANGOCA focuses on Specific Objective 3.1 *to reduce the impact of natural disasters*, and Specific Objective 3.2 *to reduce the impact of UXOs*. As part of the process for developing the LANGOCA Program, AusAID in conjunction with selected NGOs<sup>51</sup> (Care, World Vision, Oxfam Australia, and Save the Children Australia) and Government of Laos (GoL) (National Disaster Management Office and UXO Lao) have jointly undertaken an Analytical Mission (AM)<sup>52</sup> in Laos from 2-15 May 2006.

### **Purpose of the Analytical Mission**

The purpose of the AM was to examine the linkages between vulnerability, the impact of disasters and UXO, and crosscutting issues such as gender, ethnicity, HIV and AIDS, capacity building and environment in Laos.<sup>53</sup> The overarching LANGOCA Analytical Mission Report (July 2006) provides the key findings.

### **Purpose and Structure of the Sector Working Paper**

This document "Disaster Management and UXO Sector Working Paper"<sup>54</sup> (SWP) is a key output of the AM and should be read in conjunction with the LANGOCA AM Report (July 2006), as well as Annexes 7-13 (7: Map: Poverty in Laos; 8: Bibliography; 9: Key Stakeholders in DM and UXO Sectors; 10: DM Sector GoL Organizational Structure; 11: Lessons Learned; 12: Organizational Structure of NRA, and 13: Options for DM and UXO Sector Activities.

The purpose of the Sector Working Paper (SWP) is to provide an overview of the disaster management and UXO sectors, including definitions and approaches; the Lao context; government and organizational structures; lessons learned; gaps, unmet needs and constraints; crosscutting issues, and key stakeholders.<sup>55</sup> The SWP is structured in 4 parts: 1) a brief introduction to the Laos development context is provided; 2) the disaster management sector is

<sup>50</sup> <sup>50</sup> LACDS <http://www.ausaid.gov.au/country/country.cfm?CountryID=35&Region=EastAsia>.

<sup>51</sup> Laos-Australia NGO Cooperation Agreements – Request for Capacity Statements October 2005 provides a detailed description of LANGOCA Guidelines.

<sup>52</sup> Laos Program: NGO Cooperation Agreements: Analytical Mission: Terms of Reference (TORs) 13 March 2006.

<sup>53</sup> For consistency the term Laos is used throughout, unless Lao or Lao PDR are officially used, or directly quoted.

<sup>54</sup> <sup>54</sup> For the purposes of the LANGOCA AM Draft Report the 2 sectors are referred to as Disaster Management (DM) and UXO, for consistency of language.

<sup>55</sup> The methodology used in preparing the SWP is based on the framework defined in the LANGOCA Issues Paper (6 April 2006). (see Annex 4) It builds on: the experience of 2 sectoral specialists Luc Delneuveville (UXO) and Kathryn Sweet (DM), a review of the literature, extensive stakeholder discussions in Laos, field visits and detailed analysis by the LANGOCA Team.

analyzed; 3) the UXO sector is considered; and 4) the conclusion, reviews the issues in common across the 2 sectors.

## 2. LAOS DEVELOPMENT CONTEXT

Laos is the poorest country in the East Asia region, and as a Least Developed Country (LDC) it ranks 135 on the UNDP Human Development Index.<sup>56</sup> It is characterised by many remote, mountainous, ethnic group villages. Ethnic people, especially women have significantly lower quality of life indicators, with limited access to labour saving devices, health, family planning, water supply and sanitation, or education services. Ethnic women have the highest fertility, maternal mortality in the population and infant mortality rates are some of the highest in the world.

In the LANGOCA context, **vulnerability** (LACDS Strategic Objective 3) has been defined as “The conditions determined by physical, social, economic, and environmental factors or processes, which increase the susceptibility of a community to the impact of hazards”. (United Nations International Strategy for Disaster Reduction Secretariat Guidelines (UNISDR)). In Laos, the level of poverty, and the development indicators noted, contribute to high levels of vulnerability to even small-scale hazards, which can grow into disasters, among remote, and rural communities. Vulnerability in the Laos context, is the key factor impacting on a community’s ability to cope with, for example, disasters or the impacts of UXO contamination. Poverty is a main determinant of vulnerability in Laos, as are increasing pressures on the environment and population. Focusing on coping mechanisms (both existing and new) and building community resilience are effective strategies to reduce vulnerability.

There is a strong correlation between UXO contamination, food insecurity, vulnerability and poverty. Laos is the most heavily bombed country in the world, and it is estimated that 37% of land across 15 of Laos’ 17 provinces is still affected by UXO. This creates a serious obstacle to sustainable development; effective utilization of potentially productive land; killing and maiming people (particularly farmers and children) and animals; inhibiting fuel and water collection, communications and transport; and generally undermining social and economic development activities at the community level, as well as the national economy at macro-level. A summary of socio-economic and demographic data is provided in Table 1 and Annex 7 provides a map of the geographical distribution of poverty in Laos.

<b>Table 1 Laos Statistics: Summary<sup>57</sup></b>	
Population, national	5.6 million (growth rate between 2.4 - 2.8%)
Population, Vientiane City	Close to 760,000
Urban/ rural	20/ 80%
Population density	23 people per square km (1 of lowest in East Asia)
Average family size	6 persons
No of ethnic groups	47 officially recognized at present
% of population ethnic Lao	52% (48% = ethnic groups)
% of population under 25	Over 60 %
% below poverty line	32% (LECS III)—combines two poverty line measurements:

<sup>56</sup> Laos’ social indicators are among the lowest in the world, on par with Sub Saharan Africa. UN Human Development Report 2005.

<sup>57</sup> LANGOCA Issues Paper (6 April 2006)

	1) 'food poverty line' or a minimum caloric intake of 2,100 calories for the average person; 2) Non-food allowance. Expressed as income, the line is drawn at 82,000 Kip/ person/ month (rural) and 100,000 Kip/ person/ month (urban). [2001 prices—translates to less than US \$ 0.50/ day] 75% live on less than US \$2/ day
Average income per capita, 2004	US\$382
Life expectancy at birth 2002	54.3
Total fertility rate per woman 2000-2005	4.8
MMR, 2000	530 per 100,000 live births
IMR, 2000	82 per 1,000 deliveries
estimated adult HIV rate, 2000	around 0.1%
No. of villages with electricity	3,716 (35%)
No. of villages get water supply.	Less than 10% (i.e. piped water, 'nam papa')
Literacy rate, male/ female	82/ 55 % (rural female 49%)

In Laos the NGPES<sup>58</sup> details specific linkages between sources of vulnerability, coping strategies and policy implications. Causes of poverty varied across regions, with priorities identified as: 1) north: livestock disease and land allocation; 2) central: pests, land too small, lack of credit, too many children; 3) east: land allocation, soil and environmental degradation; and 4) south: natural disasters (flooding and drought). Vulnerability assessments identified the most vulnerable households as those who experienced rice shortages; were landless; women headed households with no means of alternative livelihood; lived subsistence livelihoods in fragile and remote environments; and experienced health problems. Coping strategies varied by gender, indicating differences in exposure to vulnerability, access to assets and the division of labor. For example, men commonly engaged in growing alternative crops and raising livestock; while women reduced expenses, raised livestock/ poultry and engaged in cooperative activities with neighbors.

The NGPES recognizes that coping strategies need to be incorporated into the planning process, especially at the villages and district level. The policy implications are that “while it is essential that most poverty reduction programmes and projects should focus on agriculture, education and health services, and provision of infrastructure, more effort is needed to reduce vulnerability at the local level and to enhance coping strategies.”<sup>59</sup> Four areas are identified as key to strengthening coping strategies: human resources development, environmental management, access to credit, and community mobilization. Specifically, strategies need to be developed and implemented within a specific district context, including geography, natural resources, asset ownership, local community management patterns, as well as cultural, gender, ethnic, language and community dynamics.

## 2.1 Crosscutting Issues

LANGOCA takes an integrated approach to crosscutting issues. The AM has provided an opportunity to investigate how effectively crosscutting issues are being addressed and integrated not only across the DM and UXO sectors, but also in the interactions across the crosscutting issues themselves. This section presents an overview of gender, ethnicity, HIV and AIDS,

<sup>58</sup> *National Growth and Poverty Eradication Strategy (NGPES)*. Lao PDR, Jan 2004. Chapter 6 and Annex 1.

<sup>59</sup> *National Growth and Poverty Eradication Strategy (NGPES)*. Lao PDR, Jan 2004. p. 38.

environment and capacity building in the broader Lao context. Specific issues related to the DM and UXO are presented as part of the sector analysis.

### **Gender**

In Laos, gender, culture, environment and livelihood are all linked with vulnerability and poverty. Specifically, gender analysis demonstrates that women's access to services such as health, education and family planning are limited; as is women's active participation in decision-making processes. Female-headed households, widows and the elderly tend to fare worse than male-headed households following a disaster, in part because they have a smaller average resource base. In particular, ethnic minority women experience a double disadvantage, with the socio-economic indicators at very low rates for health, education, water supply and sanitation (Table 1) and limited access to decision-making processes due to limited or no skills in the predominant Lao language.

However, while a mainstreaming approach to gender may be said to be integrated into many donor and NGO activities, often there is limited documented evidence of the specific strategies employed for integrating women meaningfully into activities. Similarly, the mainstreaming approach often neglects to engage with men. For example, in the DM and UXO sectors, a gender mainstreaming approach to HIV and AIDS would focus both on women and men (as partners, service workers, clients, care givers), as well as youth and adults, particularly when integrated into an approach that deals with improving women's basic standards of living in the Lao context of increasing patterns of mobility or resettlement.

### **Ethnic Groups**

Laos is one of the most ethnically diverse countries in Asia, with cultural and linguistic diversity and equity issues of critical importance. Ethnic groups residing in remote, difficult to access uplands areas tend to be the poorest and most vulnerable groups. Health and literacy indicators of ethnic minority groups are significantly lower than national averages. Rapid socio-economic change also presents a threat to traditional livelihoods and coping strategies, including unintended consequences of development initiatives relating to resettlement, shifting agriculture, and land-forest allocation. Approaches which demonstrate cultural and language awareness will be critical in addressing DM and UXO issues, as well as the sensitivities to gender and HIV and AIDS.

### **HIV and AIDS**

Currently, levels of recorded HIV and AIDS infection in Laos are low (less than 0.1%). However, STI rates are high and with low levels of education and literacy across the country and with rapid infrastructure development designed to open up markets, mobility, migration and tourism, and increase regional links, HIV prevalence has the potential to expand rapidly in Laos. Of particular concern are new international roads linking Laos to Southern China, Cambodia, Vietnam and Thailand, areas where HIV prevalence rates are high. The increasing use of amphetamine type substances (ATS), and the potential for an increase in injecting drug use, may also increase the risk of an escalation in HIV prevalence in Laos.

Key HIV transmission risk groups in Laos include sex workers, clients of sex workers, injecting drug users (IDUs), mobile population and migrants, youth and ethnic minorities. GoL has taken the initiative to respond to the urgency to prevent further spread of HIV with the new draft

multisectoral GoL National Policy and Strategy for HIV and AIDS/ STIs<sup>60</sup> which focuses on prevention of infection among sex workers, mobile populations and youth, who make up over half of the population. AusAID's HIV and AIDS policy also advocates a mainstreaming approach during design, implementation and evaluation of activities. The AM provides the opportunity to investigate how HIV and AIDS issues have been (or could be) mainstreamed into DM and UXO activities, and integrated with gender, youth and ethnicity.

### **Environment**

Laos is endowed with natural resources such as fisheries, water, timber and non-timber forest products (NTFPs). These natural resources contribute significantly in sustaining the livelihoods of rural communities, particularly in periods of stress. Natural resources also provide cash income opportunities and contribute to social and cultural cohesion, health and economic development. The sound management of natural resources is essential for reducing the impact of natural disasters such as food shortages, flood, and drought. Mapping how effectively environmental management responses have been integrated will be key to understanding a cross cutting approach to environment in the context of UXOs and DM in Laos, particularly with the expansion of roads and infrastructure into neighboring countries (including China, Vietnam, Cambodia and Thailand).

### **Capacity Building**

Building on GoL systems and institutions underpins the LADCS, as does building on existing capacities for GoL and communities. Integration of capacity building initiatives across UXO and DM interventions at national, provincial and district levels, and activities, particularly as regards to skills for planning responses to disasters and UXO, policy development, management, critical analysis, community consultation, and participation, can contribute significantly to sustainable development of institutional and human capital.

## **2.2 Background to Government of Australia Assistance**

LANGOCA builds on a long history of GOA assistance to Laos, which has supported a variety of projects through Australian Non Government Organizations (ANGOs) in rural and remote regions since 1988. This support has contributed to improvements in the well being of vulnerable people through rural livelihoods, water supply and health activities. The 2003 Review of the effectiveness of this work found that the achievements of ANGOs included: a demonstrable impact on poverty, an ability to target and access some of society's most vulnerable groups, creation of an enabling environment for civil society, a demonstrable impact on government capacity, introduction of innovations, influence on national policy, and provision of opportunities for women to participate in development.<sup>61</sup> GOA has also provided specific assistance to the UXO and DM sectors in Laos.

**UXO:** Australian assistance to the UXO sector has been provided since 1996 and totals approximately \$AUD9.7 million (January 1996 to June 2006). The focus of assistance has been

---

<sup>60</sup> Government of Lao PDR *National Committee for the Control of AIDs. National Strategy and Action Plan on HIV/AIDS/STI 2006-2010*. Feb 2006.

<sup>61</sup> Effectiveness Review of Australian Government Funded NGOs in the Lao People's Democratic Republic: Final Report, February 2004. p. iii.

community awareness raising, UXO / mines risk education and UXO clearance activities, including support to UXO Lao since its inception. Australian assistance has also been provided to the prosthetics and orthotics program (1996, 1998/99, 2000/01), technical advisers (1996/97), a UNICEF UXO protection project (1998/99, 1999/00, 2000/01), and rehabilitation and social integration (2001/02). These activities have primarily been supported with AusAID Humanitarian and Emergencies (HES) funds, with some funded by the bilateral program (Lao Prosthetic and Orthotic Program and Community Awareness Schools Program in 1996, Rehabilitation and Social Integration Project funded in 2001/02, and Community Based UXO clearance in 2005/06). Others were funded through the Community Programs Section (UXO Awareness Raising in 1996 and 1996/97).

Australia has been a long term supporter of UXO Lao, commencing with its establishment in 1996. Other major partners in the UXO sector have included the National Rehabilitation Centre, multilateral organisations (UNDP and UNICEF), and NGOs (Mines Advisory Group (MAG), Handicap International, and World Vision Australia (WVA)). More recently (2005/06), Australia has developed a strategic partnership with the National Regulatory Authority. Support for the NRA will: 1) assist with the establishment and operations of the NRA during 200, including progressive growth of its staffing and overall operations; 2) initiate development of a National Accident Database; and 3) allow the recruitment of a Victim Assistance Technical Advisor in the NRA. Also support is being provided for community based UXO clearance with the Swiss NGO, Fondation Suisse du Deminage (FSD). The first program is being implemented by FSD in close association with the World Food Programme (WFP) and is establishing a community based UXO clearance capacity to support WFP's "food for work" activities in four of Laos' most heavily bombed provinces (Khammoune, Savannakhet, Champassak and Sekong).

**Disaster Management:** Australia has been providing assistance in the DM sector in Laos since the late 1990s. Australia's major partners in the disaster mitigation sector have been NGOs such as CARE, World Vision and Oxfam Australia, and multilateral organisations including WFP. This assistance has included projects for community disaster preparedness (Savannakhet Disaster Preparedness – 2000/01-2002/03 with CARE, Champassak Disaster Management Project – 2000/01-2003/04 with WVA, and OCAA Disaster Risk Reduction (Salavan) – 2003/04-ongoing). Australia has also been a long term supporter of WFP utilising HES funds and most recently has funded a WFP drought assistance project to communities affected by drought in provinces including the Xaisamboune special zone, Champassak and Attapeu. It is scheduled to run 2005/06-2006/07.

Regional programs have also worked to address this sector, including providing funding to the Asian Disaster Preparedness Center (ADPC) since 1997/98. ADPC have also implemented a Mainstreaming Disaster Risk Management and Institutional Development Project in the region, supported by AusAID. Total funding for disaster mitigation activities in Laos has been approximately \$5.5 million, including regional flows of at least \$3 million.

### 3. DISASTER MANAGEMENT SECTOR

Disasters, or serious disruptions to society exceeding peoples' ability to cope, occur when 'hazards' combine with community 'vulnerability'. While risk of hazards is assessed as low to medium in Laos, vulnerability is high. As such, vulnerability is the key factor impacting on a



community's ability to cope with disasters in the Lao context. Poverty is a main determinant of vulnerability in Laos, as are increasing pressures on the environment and population. This is exacerbated by Laos' status as an LDC and the high percentage of rural poor, in particular ethnic communities inhabiting remote, mountainous areas stretching from the north to the south of the country.

Debates, thinking and dialogue in the disaster management sector in Laos are still new. This reflects the specific Lao context and in particular the local experience of disasters which does not easily fit into the traditional international or even regional paradigms of disaster 'events' and emergencies which focus on 'hazards'. Rather the Laos debate reflects an experience of disasters as slow-onset, ongoing situations brought about by high levels of community 'vulnerability' within a poverty reduction framework.<sup>62</sup>

### 3.1 Terminology and Definitions

The sector, both internationally and within Laos, is characterised by the use of a number of terms, including: disasters (natural and man-made), disaster management, disaster mitigation, disaster prevention, disaster preparedness, disaster response, and disaster risk reduction. The United Nations International Strategy for Disaster Reduction Secretariat Guidelines (UNISDR) provides the overall framework for terminology and guidelines.<sup>63</sup> Table 2 summarizes the key terms as utilized in the Laos context.

Table 2 "Disaster" Terminology	
Terminology	Organization
Disaster prevention, mitigation, preparedness and vulnerability reduction	International Strategy for Disaster Reduction's 'Hyogo Framework for Action 2005-2015' <sup>64</sup>
Disaster risk management, disaster management and mitigation, disaster preparedness, disaster risk reduction	LANGOCA NGOs <sup>65</sup>
Disaster management as an umbrella term to encompass all terms and approaches within the disaster sector in Laos. NDMO has also prepared explanations in Lao language of key English language terms used in the sector, to guide its staff, and indicating that the terms are not necessarily self-explanatory.	GoL's National Disaster Management Office (NDMO) <sup>66</sup>
<b>Disaster: a serious disruption of the functioning of society, causing widespread human, material or environmental losses, which exceed the ability of the affected communities to cope using their own</b>	Asian Disaster Preparedness Centre (key regional and international

<sup>62</sup> *National Growth and Poverty Eradication Strategy (NGPES)*. Lao PDR, Jan 2004.

<sup>63</sup> United Nations International Strategy for Disaster Reduction Secretariat Guidelines (UNISDR). <http://www.unisdr.org/eng/library/lib-terminology-eng-p.htm>

<sup>64</sup> Hyogo Framework for Action 2005-2015: Building the Resilience of Nations and Communities to Disasters, World Conference on Disaster Reduction, Kobe, January 2005. p. 3.

<sup>65</sup> LANGOCA NGOs Capacity Statements.

<sup>66</sup> GoL Strategic Plan on Disaster Management of Lao PDR to 2020, 2010 and Action Plan to 2005, p. 1. NDMO uses 'disaster management' (DM) as an umbrella term. For consistency DM has been adopted throughout this Report.

<sup>67</sup> From the Asia Disaster Preparedness Centre's media kit, section 1.1 Definitions, p. 3.

resources.” <sup>67</sup>	organisation) <sup>68</sup>
<p><b>Hazard</b> or risk events (e.g. tsunamis, earthquakes, floods, droughts) do not result in disasters unless their effects exceed the ability of the affected community to cope.</p> <p><b>Vulnerability:</b> determines a community’s <b>ability to cope</b>.</p> <p><b>Vulnerability:</b> “the conditions determined by physical, social, economic, and environmental factors or processes, which increase the susceptibility of a community to the impact of hazards,”<sup>69</sup> or alternatively, the “conditions of economic, social, physical or geographic nature, which reduce the ability of a community to prepare for and cope with the impact of hazards, and reduce risks of disasters”.<sup>70</sup> While being highly correlated, vulnerability and <b>poverty</b> are not the same.<sup>71</sup></p>	DFID

There is broad agreement that disasters are the result of ‘hazards’ and ‘vulnerability’ combining. While in many countries the high level of hazard determines the experience of disasters, in Laos it is rather the high levels of vulnerability that determine disasters. The high, poverty-related vulnerability of remote, rural communities of Laos mean that even small-scale hazards can exceed the local ability to cope, resulting in disaster. Reducing vulnerability through **building capacity**<sup>72</sup> to cope, or **community resilience**, effectively reduces the risk of hazards and experience of disasters.

### 3.2 Approaches

The 4 key approaches in the disaster sector internationally and in Laos can be summarised as: 1) emergency disaster response; 2) community based disaster preparedness; 3) disaster risk reduction and resilience building; and 4) the mainstreaming or integration of disaster risk reduction into wider development programs. DFID describes the latter approach as the promotion of “risk-aware” development.<sup>73</sup> This is also the approach promoted by GoL in poverty reduction strategies such as the NGPES.

#### Emergency Disaster response

Traditionally, disaster activities were intermittent, and focused on emergency response following a hazard or disaster event. Short-term donor funding cycles in the disaster sector reflect this short-term event-based engagement. For example, AusAID Humanitarian and Emergency Section (HES) funding is programmed annually. DIPECHO funded project activities for a maximum of 12 months, recently extended to 15 months.<sup>74</sup> GoL representatives observe that following a disaster event, financial and material assistance is comparatively easy to secure. However, it is less easy to secure assistance for the other approaches in the disaster sector.

<sup>68</sup> The Asian Disaster Preparedness Centre (ADPC) definitions, based on definitions of the International Strategy on Disaster Reduction (ISDR).

<sup>69</sup> United Nations International Strategy for Disaster Reduction Secretariat Guidelines (UNISDR).

<sup>70</sup> From the Asia Disaster Preparedness Centre’s Media Kit, Section 1.1, Definitions p. 5.

<sup>71</sup> DFID “Disaster risk reduction: a development concern”, p. 2; and National Growth and Poverty Eradication Strategy (NGPES), Vientiane, January 2004. p. 36-39.

<sup>72</sup> Capacity is defined as: “The resources and skills people possess, can develop and access, to reduce disaster risks and prepare for hazards” by the Asia Disaster Preparedness Centre’s Media Kit, Section 1.1, Definitions p. 3.

<sup>73</sup> DFID, “Disaster risk reduction: a development concern”, and ‘Coping Mechanisms: The Challenge of Ongoing Hazards’, Dec 2003. p. 5.

<sup>74</sup> Mr Francesco Straniero, Senior Program Manager, EC Delegation to Lao PDR, 5 May 2006.

### **Community Based Disaster Management**

This approach is people and development oriented. It is a process in which “at-risk communities are actively engaged in the identification, analysis, treatment, monitoring and evaluation of disaster risks in order to reduce their vulnerabilities and enhance their capacities.”<sup>75</sup> Involvement of the most vulnerable social groups, as well as the least vulnerable, is promoted in order that they complement and assist one another.

### **Disaster Risk Reduction and Resilience Building**

This approach has similarities to the community based disaster management approach. Reducing vulnerability of communities by building their resilience and increasing their capacity to cope with hazards of all types and scales is key. It requires the active engagement of communities in the identification, analysis, treatment, monitoring and evaluating of disaster risks. Disaster Risk Reduction is a longer-term, lower-cost approach than emergency disaster response, and it is also a relatively staff-intensive process. The approach focuses on working closely with communities to identify the hazards with which they live and their existing coping mechanisms, and then building on and expanding those coping mechanisms to reduce vulnerability and increase resilience within communities.<sup>76</sup>

### **Mainstreaming/ Integration**

DFID advocates the “disaster-proofing” of development programs by mainstreaming disaster risk reduction (DRR) activities into the general development sector, by ensuring they are “risk-aware”.<sup>77</sup> The Hyogo Framework for Action advocates a similar approach, calling for the systematic integration of disaster risk considerations into sustainable development and poverty reduction policies, planning and programming.<sup>78</sup> Concern Worldwide has adopted a mainstreaming DRR approach across their livelihood security programs in Laos, in addition to conducting a 5 year Disaster Preparedness Project with NDMO. NDMO’s Strategic Plan calls for “integrating DM activity and projects into development” and “promoting and corporation [sic] on integrating DM concept into other sectors programs.”<sup>79</sup> Wood summarises this succinctly “...disaster management cannot be a stand-alone set of activities but rather ... should be integrated or mainstreamed into all rural development planning.”<sup>80</sup>

### **3.3 Understandings of DM in Laos**

Laos has a low-medium risk of natural disaster events/ hazards.<sup>81</sup> However, while the likelihood of large hazards is low, the vulnerability of communities is high. This is exacerbated by Laos’

---

<sup>75</sup> Community-Based Disaster Risk Management for Local Authorities, Participants’ Workbook, Partnerships for Disaster Reduction Southeast Asia Phase 3 (PDRSEA 3). Bangkok, 2006. p. 15.

<sup>76</sup> DFID, “Disaster risk reduction: a development concern.”

<sup>77</sup> Ibid, p. 4.

<sup>78</sup> Hyogo Framework for Action 2005-2015: Building the Resilience of Nations and Communities to Disasters, World Conference on Disaster Reduction, Kobe, January 2005.

<sup>79</sup> Strategic Plan on Disaster Management of Lao PDR to 2020, 2010 and Action Plan to 2005. p. 4.

<sup>80</sup> Wood, Sarah ‘Coping Mechanisms: The Challenge of Ongoing Hazards’, Dec 2003.. *Juth Pakai* Vol 1, p. 30.

<http://www.undplao.org/juth1/Dec%2003%20Juth%20Pakai.pdf>

<sup>81</sup> Comments from Mr Zubair Murshed, Manager of Community-Based Disaster Risk Management, ADPC, at the LANGOCA Stakeholder Workshop, Vientiane, 3 May 2006.

status as an LDC and the high percentage of rural poor, in particular ethnic communities inhabiting remote, mountainous areas stretching from the north to the south of the country.

In Laos, vulnerability is a significantly larger issue than hazards.<sup>82</sup> For vulnerable communities in rural areas, even a relatively small-scale hazard can exceed the local ability to cope, resulting in disaster. These small-scale or low-profile hazards, sometimes with slow onset as in the case of drought, result in disasters which lack a clear event, and as such, have been termed “ongoing disasters” or “every day disasters”.<sup>83</sup> Interventions and activities that focus on integrated, multi-sectoral rural livelihoods security are an effective, low-cost way to build resilience to the ongoing, everyday disasters experienced in Laos. Analysis in the DM sector reflects the understanding that: 1) disaster risk reduction and poverty reduction are inter-linked; 2) poverty reduction can help reduce disaster risk; and 3) disaster risk reduction **adds value** to poverty reduction measures.<sup>84</sup> ANGOs working in the disaster sector support this approach, advocating an “integrated approach”, “multi-sectoral intervention”, “linking of disaster risk reduction and long-term development strategies, and mainstreaming disaster risk management across the key development sectors.”<sup>85</sup>

In Laos the GoL Strategic Plan on Disaster Management of Lao PDR to 2020, 2010 and Action Plan to 2005 provides the policy, strategic and implementation framework.<sup>86</sup> The aims of the strategy are to: “1) safeguard sustainable development and reduce the damage of natural and manmade disasters to community, society and country economy; 2) shift strategy from relief and mitigation after disaster impact to community, society and economy of government organizations to preparedness before disasters strike emphasizing on flood, drought, landslide and fire parallel with continuing mitigate in post disaster period; 3) turn from responsibility of only government agency to people centred in dealing with disaster by building capacity for community; and 4) promote forever protection of the environment and country rich such as: forest, land and water.” This strategy is reinforced by the NGPES approach which recognizes that coping strategies need to be incorporated into the planning process, especially at the village and district level, in order to reduce vulnerability to disasters at the local level and to enhance coping strategies.”<sup>87</sup>

### 3.4 Unmet Needs and Gaps

The major needs and gaps in the disaster management sector include:

- Limited analysis of the underlying causes of vulnerability, so that approaches which directly address overcoming those vulnerabilities and building resilience/ capacity can be effectively integrated into development programs at all levels.
- Short timeframes and funding cycles. Longer timeframes, smaller budgets, and more intensive staff inputs are required for effective disaster risk reduction interventions.<sup>88</sup>
- Limited capacity (including technical) for planing and implementing disaster risk reduction programs.

---

<sup>82</sup> Meeting with Mr Phillip Miller, Country Director of Concern Worldwide, 2 May 2006.

<sup>83</sup> Wood, Sarah ‘Coping Mechanisms: The Challenge of Ongoing Hazards’, Dec 2003. *Juth Pakai* Vol 1, p. 24.  
<http://www.undplao.org/juth1/Dec%2003%20Juth%20Pakai.pdf>

<sup>84</sup> DFID, ‘Disaster risk reduction: a development concern’, p. 2.

<sup>85</sup> LANGOCA NGOs Capacity Statements.

<sup>86</sup> GoL Strategic Plan on Disaster Management of Lao PDR to 2020, 2010 and Action Plan to 2005.

<sup>87</sup> *National Growth and Poverty Eradication Strategy (NGPES)*. Lao PDR, Jan 2004. p. 38.

<sup>88</sup> DFID, ‘Disaster risk reduction: a development concern.’ p. 4.

- Lack of effective integration of crosscutting issues, particularly gender. Clear, well-thought-out strategies for supporting the involvement of women at district and village level, as women are often among the poorest and most vulnerable within communities.<sup>89</sup>
- Lack of adequate coordination and communication networks. There is currently no donor/GoL working group focusing on the disaster management sector, nor a corresponding NGO working group to facilitate coordination within the sector.
- Lack of a mechanism to involve private sector companies in disaster management processes. This is particularly relevant to the mining, logging and hydro-power sectors, even though their activities have a significant impact on the environment, and those communities which rely on the environment for their livelihoods security.
- A key need is for donors and implementers to move their focus from “big” disaster events to ongoing, every day disasters resulting from high vulnerability caused by persistent poverty.<sup>90</sup> This is particularly so in remote, rural, ethnic communities.

### 3.5 Key Stakeholders

A list of key stakeholders in the DM sector is provided at Annex 9.<sup>91</sup>

#### GoL

Key GoL stakeholders are the **National Disaster Management Committee (NDMC)**, and its secretariat, the **National Disaster Management Office (NDMO)**. The NDMC is headed by the Minister of Labour and Social Welfare (MoLSW), and comprised of 13 high-level members from ministries and mass organisations.<sup>92</sup> While the NDMC meets infrequently, the NDMO has a permanent office within the MoLSW, and 10 permanent staff. Its main function is to be a coordination point between the various central ministries and provincial government structures, to promote disaster risk reduction, and to effect disaster response.

Similar committees have been established at provincial (PDMC) and district level (DDMC). These committees are usually headed by provincial governors or vice governors, and district governors or vice governors respectively. Annex 10 shows the organisational structure and lines of communication between the NDMC, PDMC and DDMCs. However, INGOs consulted advised that in the absence of major disaster events, or the provision of external funding and technical assistance, provincial and district committees are not active, and rather exist on paper only.

In cases of emergency response to disasters (e.g. flood, drought), the MoLSW provides assessments of social impacts, and the Ministry of Agriculture and Forestry (MAF) provides

<sup>89</sup> The review of the effectiveness of Australian-funded NGOs in Lao PDR, conducted in 2003, found that only 30% of ANGO projects were taking a well thought out gender approach to their work. Effectiveness Review of Australian Government funded NGOs in the Lao People's Democratic Republic: Final Report. February 2004. p. 10.

<sup>90</sup> Wood, Sarah 'Coping Mechanisms: The Challenge of Ongoing Hazards', Dec 2003. *Juth Pakai* Vol , p. 24-32. <http://www.undplao.org/juth1/Dec%2003%20Juth%20Pakai.pdf>

<sup>91</sup> Annex 8 provides a listing of the key stakeholders and their activities in the disaster management sector.

<sup>92</sup> The NDMC is made up of: Minister of MLWS, Chairman; Vice-Minister of MAF, Vice-Chairman; Chief of Cabinet of MFA, Vice-Chairman; Chief of Cabinet of MOD, Member; Chief of Cabinet of MOI, Member; Chief of Cabinet of MOE, Member; Director of Budget Dept. MOF, Member; Director of Transport Dept. MCTPC, Member; Director of Industry Dept. MIH, Member; Director of Hygiene Dept. MOH, Member; Director of Mass Media Dept. MIC, Member; Director of Social Welfare Dept. MLWS, Member; Chairman of Lao Red Cross, Member.

assessments of agricultural impacts. MAF also coordinates a **Flood and Drought Prevention Committee**, established in 2002.<sup>93</sup>

The **Lao Red Cross** is represented on the NDMC, PDMC and DDMCs. It has modest capacity to provide emergency disaster response, with provision of supplies such as blankets and food parcels. It has established offices in each province, and in some districts, in recent years. However, some districts have one Lao Red Cross staff member only. The NDMO enjoys a supportive, non-competitive working relationship with the Lao Red Cross.<sup>94</sup>

Mass organizations of the party, especially the **Lao Women's Union**, the **Lao Youth Union** and the **Lao Front for National Construction** are well-placed to assist with community mobilization and coordination of various technical line agencies to integrate implementation approaches at local government and community level. The membership and operational links of mass organisations extend to village level, unlike ministries and the corresponding local authorities, which extend to district level only.

#### **Donors, International Organisations and INGOs in Laos**

The European Community (EC), through ECHO and DIPECHO, is one of the key donors to the disaster management sector in Laos. Their current program allows considerable flexibility for NGOs from the EU, Australia and the US to design their own disaster related interventions. Funding timeframes are short, at 12-15 months, and while the EC recognises that longer timeframes would lead to more appropriate and sustainable outcomes in Laos, they currently have little flexibility to vary these.

The Japanese Embassy provided assistance for a project establishing a disaster related weather monitoring system; including radar construction to monitor severe weather conditions, as well as to assist with early warning against floods; and JICA will provide technical assistance and capacity building to the Department of Meteorology and Hydrology. This project will run from May 2006-October 2009. JICA is currently implementing a technical cooperation project with the MTCPC for Mekong riverbank protection. The goal is to reduce erosion along the Mekong in the Vientiane Capital area through a riverbank protection works. The project will run until March 2007.

The Government of Australia (GOA) has funded a total of AUD\$ 5.5 million for disaster mitigation activities in Laos, including regional flows of at least AUD\$3 million, since the late 1990s. Australia's major partners in the disaster mitigation sector have been NGOs such as CARE, World Vision and Oxfam Australia, and multilateral organisations including WFP; as well as regional programs with the Asian Disaster Preparedness Center (ADPC).

The UN funds a number of disaster related interventions in Laos. The UN agencies in Laos established an **Inter-Agency Committee for Natural Disaster Response and Preparedness** in

---

<sup>93</sup> Mr Zubair Murshed, ADPC stated that this committee has divided Laos into 4 zones, for emergency reporting and response. Comments at LANGOCA Stakeholder Workshop, Vientiane, 3 May 2006.

<sup>94</sup> Lao Red Cross is not an independent organisation as in most other countries, but rather, an organisation closely tied to the Ministry of Health.

early 2006.<sup>95</sup> The membership currently includes World Food Programme (WFP), Food and Agriculture Organisation (FAO), United Nations Development Programme (UNDP) and United Nations Children's Fund (UNICEF). The committee is considering inviting donors, INGOs and GoL agencies to participate at some time in future.

Key INGOs supporting GoL in the disaster sector are CARE, Concern Worldwide, Oxfam Australia and World Vision. There are a larger number of INGOs working in the related, rural livelihoods and rural poverty reduction sector, including Action Contre la Faim (ACF), Adventist Development Relief Agency (ADRA), Consortium, Deutsche Welthungerhilfe/German Agro Action (DWHH/GAA), Quaker Service Laos (QSL), and Save the Children Australia. The **International NGO Forum** offers general opportunities for coordination among INGOs, as well as regular information sharing and exchange, but at present does not have a specific disaster management working group.

The Bangkok-based **Asian Disaster Preparedness Centre** (ADPC) is well placed to provide specific, disaster-related technical assistance that is appropriate to Laos, on an as needed basis. They have worked with the NDMO, as well as a number of INGOs in Laos. The Japan-based **Asian Disaster Reduction Centre** (ADRC) is the other regional source of technical assistance for this sector.

A newly established Government/ Donor Sector Working Group grouping agriculture, rural development and natural resource management has been identified as most likely to discuss disaster management activities.

### **Civil society in Laos**

Civil society in Laos is emerging slowly and cautiously. A number of local, **Laos not-for-profit associations** have been established in the past 2-3 years. For the most part they are small, Vientiane-based, and revolve around key individuals rather than a membership base, and are broadly focused on various aspects of poverty reduction. Institutionally, they are placed under the Lao Union of Science and Engineering Associations (LUSEA), established in 2005 under the National Science Committee, which has limited organisational and human resource capacity to monitor and promote the sector.<sup>96</sup>

Two local networks of Laos INGO staff offer opportunities for information sharing, exchange and low-cost training across rural livelihoods initiatives. They are the **Sustainable Agricultural Forum** (SAF) and the **Gender Development Group** (GDG). Both networks restrict but do not bar international membership. These networks organise training workshops and project exchange visits for their members and member counterparts within Lao government and local communities.

## **3.6 GoL Policies and Organisational Structure**

---

<sup>95</sup> Following the LANGOCA Mission, UN Inter Agency Standing Committee (IASC) In-Country Team for Natural Disaster Response Preparedness (coordinated by WFP) held a DM stakeholder meeting on 23 May 2006, for a briefing on IASC's Self-Assessment Tool. AusAID and LANGOCA NGOs were invited, and AusAID presented an overview of the Analytical Mission. The need for a comprehensive mapping exercise of stakeholder activities was identified as an important first step. A follow up meeting is scheduled for 15 June 2006.

<sup>96</sup> LUSEA is within the responsibility of the small and low-profile National Science Committee, a committee of equivalent status to the Science, Technology and Environment Agency under the Prime Minister's Office.

All disaster sector activities in Laos should be undertaken with reference to the following key GoL policy documents:

- National Socio-Economic Plan 2006-2010
- National Growth and Poverty Eradication Strategy (NGPES)
- Strategic Plan on Disaster Management of Lao PDR to 2020, 2010 and Action Plan to 2005.

### 3.7 Current Approaches and Activities: GoL, Donors, NGOs, Communities

Current approaches to disaster management in Laos include the 4 previously mentioned approaches: 1) emergency disaster response, 2) community based disaster preparedness, 3) disaster risk reduction, and resilience building and 4) the mainstreaming or integration of disaster risk reduction into wider development programs. However, many donors, UN agencies and NGOs are also directly or indirectly involved in poverty reduction and rural livelihood work, which includes elements of disaster risk reduction, and partner with a variety of government agencies. Annex 9 provides a list of current stakeholders.<sup>97</sup>

### 3.8 Lessons Learned

A comprehensive list of lessons learned and crosscutting issues across the sectors is summarized in Annex 11. Key lessons in disaster management include:

- Rural livelihoods are central to issues of vulnerability and poverty in Laos, and must be addressed in disaster management initiatives to bring about effective and sustainable change.
- Currently short term interventions are common in the disaster sector, but are unsustainable. Longer timeframes and multisectoral approaches are required to promote sustainable, quality outcomes.
- Gender and ethnicity are not easy to address, but critical to sustainability. Addressing crosscutting issues, particularly gender and ethnicity takes time, a practical approach, and maybe frustrating, before effective working arrangements can be developed.
- Gaps in coordination compromise the effectiveness of disaster management initiatives. By supporting and strengthening coordination between and among existing government agencies, international organizations, the private sector and local communities, effectiveness and sustainability can be enhanced.
- Government approval processes are often long and not well understood. This is particularly the case when integrated and multisectoral project interventions are considered.

### 3.8 Constraints

Numerous constraints impact the development, implementation, effectiveness and sustainability of disaster management activities. These include:

- **Isolation:** many communities suffering from “everyday disasters” are located in remote, mountainous areas of rural Laos, far from provincial centres. It is expensive and time consuming to reach these areas.
- **Communication links** are poor, with intermittent or no access to electricity and telephone, and only seasonal road access.
- **Ethnicity** and language barriers, between outsiders (government and INGO staff) and local communities add time and complexity to activities. Women and the elderly, in particular,

---

<sup>97</sup> It should be noted that other organisations may be implementing projects with significant rural livelihood benefits, but that their projects have been categorized in other sectors: e.g. health, education, micro-finance, agriculture, or environment.



may have had limited previous exposure to Lao language. Customs and cultural beliefs differ between ethnic groups. Bilingual (Lao + local language) and bicultural staff in government and INGOs are rare.

- **Gender issues:** although most interventions aim to work with both women and men, the majority of staff (government and INGO), and especially field staff, are men. This limits interaction and the participation of both women and men in the development process, at all levels but especially at community and district government level.

### 3.9 Cross-cutting Issues

Gender, HIV and AIDS and capacity issues are all important to the DM sector, but integration of crosscutting issues, as well as analysis and practice has been ad hoc. However, ethnicity and environment are central issues to the experience of disasters, vulnerability and rural poverty in Laos. Vulnerability is predominantly found in ethnic communities living in remote, mountainous areas, who are highly reliant on the availability of natural resources within their local environments.

- **Ethnicity** is closely linked to vulnerability and opportunity, with ethnic women being at a particular disadvantage. Language and literacy are common constraints, with few bi- or multi-lingual speakers available to work across different ethnic languages. Diverse indigenous livelihood practices and cultural beliefs need to be taken into consideration in DM, as do the dynamics of newly-created, multi-ethnic communities.
- **Environment:** Access to natural resources is an increasing issue, as is the impact on the environment with increasing degradation, population pressure, and the scale of commercial development of natural resources. Larger interests compete with local community reliance on the environment, for daily livelihoods, income, food, medicines and materials.

## 4. UXO SECTOR

Widespread UXO contamination in Laos is one of many factors contributing to the vulnerability of the rural poor, which impacts on their resilience. The GoL's Strategic Plan on Disaster Management of Lao PDR to 2020, 2010 and Action Plan to 2005, cites UXO contamination as impacting on the income of communities at local level, as well as the national economy at macro-level.<sup>98</sup> There is scope for vulnerable, rural communities to benefit significantly from the reduced impact of UXO contamination through an integrated livelihoods approach which incorporates: 1) UXO / mine risk education (MRE); 2) survey and clearance; 3) improved survivor assistance services, and 4) the improvement of linkages between impact reduction and post-clearance land use within those communities.

### 4.1 Terminology and Definitions

Considerable debate over classification and terminology in the sector of antipersonnel mines and UXO continues today. However, there is a common understanding that the term **mine action** encompasses the international sector of UXO and mine risk education (MRE), survey and clearance, and victim/ survivor assistance, as well as advocacy. In Laos this sector is more commonly referred as to the unexploded ordnance or **UXO**<sup>99</sup> sector, as **landmines** comprise only

---

<sup>98</sup> Strategic Plan on Disaster Management of Lao PDR to 2020, 2010 and Action plan to 2005. p. 2.

<sup>99</sup> Unexploded ordnance (UXO) is an explosive ordnance (EO) that has been primed, fused, armed or otherwise prepared for use or used. It may have been fired, dropped, launched or projected yet remains unexploded either through malfunction or design for any other reason. UXO comprises bombs, mortars, grenades, missiles or other devices that fail to detonate on impact but remain

a small percentage of the contamination compared to cluster munitions (“bombies”), rockets, grenades, mortars and bombs, left over from the heavy bombing during the Indo-China conflict. The general term, **Explosive Remnants of War** (ERW) is rarely used in the Laos context.

To respond to the extent of the UXO contamination and its impact in Laos, the national institution UXO Lao started clearance operations in 1996 by two methods: 1) mobile and small **roving teams** to destroy ordnance lying on the surface of the ground; and 2) **clearance teams** detecting and destroying ordnance located under the ground. In 2004, the focus of the UXO program officially moved from clearance to reducing impact so that “people from the most highly impacted communities...” can “... live free from the impacts of landmines and UXO”.<sup>100</sup> LANGOCA guidelines refer to **UXO action** and **UXO clearance**, while CARE combines the two and refers to it as **UXO clearance action**.<sup>101</sup>

In the context of landmine and UXO accidents, there has been substantial discussion<sup>102</sup>, particularly over the use of the word ‘**victim**’ when talking about individuals who have been injured in an accident. The term ‘victim’ has certain negative connotations, which understates the fact that most individuals injured in landmine/ UXO accidents take positive steps to rebuild their lives. Many practitioners in the field of UXO /mine assistance prefer to use the term ‘**survivor**’ when speaking of a person injured in an accident, emphasising that life goes on for survivors, with the accident as an inescapable part of their lives.

Also, the new AusAID Mine Action Strategy, LANGOCA guidelines,<sup>103</sup> UNICEF and a number of NGOs working in the sector use the generic term **mine risk education** (MRE), partly because they also work in mine action programs in other countries where mines are the focus. However, the Strategic Plan for the Laos UXO sector refers to **UXO /mine risk education**, and the national UXO Lao program has traditionally referred to it as **community awareness**. Both WVA and CARE refer to **UXO awareness**.<sup>104</sup> Mines Advisory Group (MAG) has developed a ‘**community liaison**’ integrated approach.

The newly established GoL National Regulatory (NRA) for UXO in Laos in presenting its 10-year strategic plan uses the internationally recognized definitions as stipulated into the International Mine Action Standards (IMAS), developed by the United Nations Mine Action Service (UNMAS).<sup>105</sup> In summary, within the Laos context, the main UXO actions are most usefully defined by their respective end state: i.e. Risk Education, Community Awareness, survey, clearance (whatever technical approach is taken), victim/ survivor assistance and advocacy.

---

volatile and can kill or maim if touched or moved Glossary of Mine Action Terms, Definitions and Abbreviations. International Mine Action Standards. 2<sup>nd</sup> ed. January 2003. The National Survey on the Socio Economic Impact of UXO in Lao PDR (1997) describes the different reasons why ordnance failed to detonate.

<sup>100</sup> Strategic Plan on Disaster Management of Lao PDR to 2020, 2010 and Action Plan to 2005.

<sup>101</sup> Laos-Australia NGO Cooperation Agreements – Request for Capacity Statements.

<sup>102</sup> Life after the Bomb: a Psychosocial Study of Child Survivors of UXO Accidents in Lao PDR, UNICEF and HIB, 2004.

<sup>103</sup> AusAID Mine Action Strategy 2005-2010; and Laos-Australia NGO Cooperation Agreements. Request for Capacity Statements, p. 23.

<sup>104</sup> LANGOCA Capacity Statements.

<sup>105</sup> LANGOCA Guidelines refer to IMAS 04.10, Laos-Australia NGO Cooperation Agreements – Request for Capacity Statements, p. 22.

## 4.2 Understandings of UXO in Laos

There is a general understanding that greater benefits accrue to affected communities (which tend to be both vulnerable and poor) if UXO awareness and survey and clearance, are effectively integrated within poverty reduction and rural development activities. CARE conducts rural development projects fully **integrated with UXO clearance action and UXO awareness** programming in Laos, while World Vision operates under the same understanding in Cambodia, **combining clearance, awareness and community development**.<sup>106</sup> Both NGOs have previously partnered with MAG as their clearance partner.

Clearance intervention conducted by UXO Lao and its international partners (IPs) has also been guided by this objective. For example, national priorities for clearance tasks were defined in the UXO Lao 1998 Annual Report with primary focus on land to be cleared for agriculture in high-risk areas that affected large numbers of people in the poorest villages. In 2004, UXO Lao and its implementing partners cleared 12.6 square kilometres (11% more than planned) including 10.8 square kilometres of farmland in the nine provinces of its operation.<sup>107</sup>

There is also a technical understanding that standard operating procedures (SOPs) for minefield clearance, practiced in mine action programs globally, are not the most appropriate, or the most efficient, method of clearance for reducing impact of UXOs on communities in Laos. Most UXO operational SOPs in Laos have been developed with technical assistance of partners for UXO action, not mine clearance. UXO Lao operational SOPs are being reviewed, in order to better respond to international standards, while adapting to the context of Laos. Meanwhile, independent operators are developing their own SOPs, either based on national UXO Lao SOPs, IMAS and existing organizational SOPs used in other countries.

Due to the heavy and widespread UXO contamination in Laos, all stakeholders accept that clearance will take many decades. Therefore, planning and prioritization are critical, so that impacted communities can more effectively address livelihood issues.

## 4.3 Unmet Needs and Gaps

The major needs and gaps in the UXO sector include:

- Lack of **transparent linkages in planning and implementation of UXO awareness, clearance and post land usage**, in affected communities. UNDP is at present developing methodology and procedures to establish a Post Clearance Impact Assessment (PCIA) system, on behalf of NRA. The PCIA is expected to be transferred to the NRA in the next 2 years.
- **Improved prioritisation in the UXO program** for 2 reasons: 1) the cost of clearance is very expensive and GoL and donor funds are limited; and 2) the amount of land potentially contaminated in Laos is vast. This approach is outlined in *The Safe Path Forward*,<sup>108</sup> determining 3 broad priority categories:

---

<sup>106</sup> LANGOCA Capacity Statements.

<sup>107</sup> Data provided by Mr. Bounpheng Sisavath, Chief of Public Information Unit, UXO LAO, 20 May 2005

<sup>108</sup> National Strategic Plan for the UXO Programme in the Lao People's Democratic Republic 2003-2013 "The Safe Path Forward", Vientiane, 2004.

- Priority 1 (HIGH): agricultural tasks, community roving tasks, public services utilities (medical, public health, water points,) and educational facilities.
- Priority 2 (MEDIUM): grazing land and forest areas, communal facilities (religious/cultural sites, markets, recreational areas, etc), government facilities and offices.
- Priority 3 (LOW): public infrastructure work, communal ‘profit-making’ areas, tourism sites, commercial/private business sites.
- Improved **efficiency and methodologies** (rationale as listed above).
- Limited **integration of clearance and livelihood** programs.

#### 4.4 Current Approaches and Activities

Annex 9 provides a listing of the key stakeholders and their activities in the UXO management sector.<sup>109</sup>

##### Clearance Methodologies

Lessons learned in 10 years of UXO intervention in Laos have demonstrated that the major threat to communities is by far that posed by bombies<sup>110</sup> and larger ammunitions. Therefore, the need to clear land to a standard of “100 % metal-free” may not be justified. Given this finding, UXO Lao and other organizations are conducting metal detector trials to identify new equipment better suited to the specificities of the Laos context. Procedures are being reviewed to emphasise techniques and methodologies related to battle area clearance, providing more flexibility in operations than the minefield clearance methodologies which are still frequently used. Innovative interventions are being adapted depending on the means and background of different operators and based on the specificity of the context (i.e. situations differ between provinces, needs of communities and types of tasks).

The NRA will soon conduct a Risk Management /UXO impact mitigation study. It is anticipated that the outcome of this study will be recommendations for a new approach to dealing with the UXO problem based on the concept of risk management. The objective is to identify and implement a practical approach, more effective than current methods and practices.

##### Scrap Metal Trade

The scrap metal trade, which endangers the lives of those who collect and defuse it before sale,<sup>111</sup> continues to grow. Poverty and vulnerability, rather than lack of knowledge about dangers, have been found to be key factors in determining who collects scrap.<sup>112</sup> The problem is unique in Laos, as it has existed for a long time and affected communities have developed coping mechanisms with both positive and negative outcomes. The negative outcomes are often devastating while the positive outcomes often go unnoticed. In order to understand this issue in more depth, UNICEF with AusAID and CDC Assistance will be conducting a UXO Risk Assessment starting mid 2006. The results will be valuable to all stakeholders in the UXO sector

<sup>109</sup> Annex 8 provides a list of the key stakeholders and their activities in the UXO sector. It should be noted that private clearance companies may also be operating in other locations on activities other than UXO clearance; e.g. gold and copper mines, hydropower dams, roads and electricity transmission lines.

<sup>110</sup> Bombies are types of sub munitions and antipersonnel devices designed to kill or injure with high velocity metal fragments. They account for the highest number of ordnance present in Laos with an estimation of 25 million bombies still on the ground.

<sup>111</sup> Landmine Monitor.

<sup>112</sup> Moyes, Richard Scrap Metal Collection in Lao PDR. UNICEF, AusAID, LandMineAction, GICHD, 2005.

in understanding risk, as well as in targeting strategies and activities. Also, building on the findings of the UNICEF/ GICHD study (2005)<sup>113</sup> on scrap metal collection, a number of NGOs are coming together to analyze the situation in depth and explore a number of alternative activities within communities and with authorities. This area requires increased attention from UXO stakeholders.

### **Balanced Approach to International, Local and National Operators**

A balanced approach needs to be adopted in relation to support for international, national and local clearance operators. Given the peace and political stability of Laos, there may be an expectation by some in the international community for quick progress over the short term in the overall UXO sector. This may lead to donor contributions being framed on principles based on best results, safety and in the shortest time frame, which may benefit international operators.

However, within its 10-year national strategic plan, the GoL also needs to clearly demonstrate its commitment, contribution and capacity. This could be demonstrated by the presence of a pool of qualified national experts in different sectors of clearance, risk education, survivor assistance, using best practices; an improvement in the overall health and education infrastructures; a national mid and long term strategy, with a working plan and monitoring system; under the NRA with adequate human resources, management and technical means to coordinate and regulate the sector.

Laos has a national UXO risk education and clearance operator technically competent to operate in the 9 most UXO affected provinces. Comprehensive training courses have been convened to create a cadre of local Senior Explosive Ordnance Disposal (SEOD) technicians. As technical capacity of UXO Lao has grown, there has been a substantial reduction in the number of international Technical Advisors working in the field alongside Laos counterparts. As UXO Lao matures into a skilled and experienced operator, its capacity building requirement is also changing and the nature of technical support will focus more on management, planning and ensuring quality of pre and post operations.

### **Regulation of the UXO Sector**

Increasing numbers of new independent operators are joining the sector, and there is a need to regulate accreditation, standards, and quality assurance. The NRA has overall responsibility for UXO/ Mine Action in Laos. It is expected to coordinate with organizations, local authorities and all stakeholders related to the design, management and monitoring of a plan for UXO/ mine action activities. This task includes addressing regulations, technical issues, awareness raising of impacts of UXO on socio economic development, and procedures to address impacts. The NRA's main responsibility would be to provide policy direction, license clearance operators and provide quality assurance for clearance activities.<sup>114</sup>

## **4.5 Key Stakeholders**

---

<sup>113</sup> Geneva International Centre for Humanitarian Demining (GICHD) An Evaluation of UNICEF Supported UXO Risk Education Projects in the Lao PDR. Final Report. 2005.

<sup>114</sup> Statement of Mr. Maligna Sainavong, National Director of the NRA on the occasion of the opening ceremony of the NRA office, 4<sup>th</sup> April 2006.

This section provides a summary of key stakeholders and relevant GoL policy frameworks. Annex 9 provides a comprehensive list of stakeholders.

## **GoL**

The **National Regulatory Authority** (NRA) was established by Prime Ministerial Decree in March 2004. However, it has been of limited effectiveness to date. While a Chief Technical Advisor to the NRA was appointed by UNDP in 2004, the National Director, Mr Maligna Saignavong was only nominated in December 2005. With the official launch of the agency on 4 April 2006, and with anticipated donor funding, it is hoped the work of the authority will now gain momentum. Its role is set out in the National Strategic Plan for the UXO Programme in Lao PDR, 2003-2013, which was promulgated in April 2004. The main goal would be to ensure a cohesive and holistic approach to UXO Mine Action in Laos in cooperation with all stakeholders. The NRA Board will provide oversight, with representatives from the CPC and Ministries of Agriculture and Forestry, Defence, Education, Foreign Affairs, Health, Information and Culture, Labour and Social Welfare and Security; and coordinate with international organizations (including UNDP and UNICEF). Annex 12 provides an organizational chart of the UXO sector under the direction of the NRA.

The **National Steering Committee** (NSC) of the UXO Programme was established in 1996 to guide the UXO programme in Laos. The committee is chaired by MoLSW, and includes representatives from Ministries of Foreign Affairs, Defence, and Public Security, UXO Lao, as well as UNDP and UNICEF. The NSC is in transition as the NRA establishes itself.<sup>115</sup>

**UXO Lao** was also established in 1996, originally as an organization, later amended to a program, under the MoLSW. The current National Programme Director (NPD), Mr. Bounpone Sayasenh, has been in the position since 1997.<sup>116</sup> UXO Lao operates a National Office in Vientiane, and a Training Centre at Ban I-lay (approximately 30 km from Vientiane) as well as 9 provincial programmes, with provincial and some district offices. UXO Lao's community awareness (MRE) program has links with Ministries of Education, and Information and Culture, and Lao Youth Union. There are few formal links with the Ministry of Health. The fundamental transformation in the UXO sector (as identified in the 2 decrees above) will also greatly affect the future of UXO Lao as its mandate is narrowed to that of an operator, in an environment where new independent operators (both NGO and commercial) are entering or re-entering the sector. UXO Lao is building on 10 years experience, and embarking on a process to review its operations. Currently UXO Lao is the largest employer in remote, mountainous regions, and makes a significant contribution to the socio-economic status of those communities.

## **Donors, International Organisations and INGOs in Laos**

**UNDP** and **UNICEF** have attracted significant funding to the UXO Lao programme. UNDP has contracted and placed a number of Technical Advisors in management and training functions, at the National Office and National Training Centre, and manages the UXO Trust Fund. New directions for both organizations will be guided by the NRA strategy with UNDP as the lead UN

---

<sup>115</sup> Statement of Mr. Maligna Saignavong, National Director of the NRA at the LANGOCA Stakeholder Debrief and Verification Workshop held in Vientiane on 28 June 2006.

<sup>116</sup> Mr. Bounpone Sayasenh on behalf of UXO Lao provided a significant input into the AM, as well as facilitating discussions at the national, provincial, district and village levels.

Agency in addressing the development impact of UXOs. UNDP will continue to provide technical, operational, material, training and resource mobilization support to strengthen both the NRA and UXO Lao. In the past, GOA has funded a total of AUD\$ 1.9 million, including being one of the original donors supporting UXO Lao. Currently GOA is providing support for the NRA. The US Government also funds the NRA and UXO Lao. UNICEF has committed itself as a lead agency for MRE in the national sector, working closely with NRA and the Community Awareness Technical Working Group (TWG).

A number of international organizations and companies have performed as implementing partners (IPs) of UXO Lao. They include NGOs such as Mines Advisory Group (MAG) and Norwegian People's Aid (NPA) present since the creation of UXO Lao in 1996. Two new demining NGOs; Fondation Suisse de Deminage (FSD) and the Japanese Mine Action Service (JMAS), recently signed agreements as implementing partners to UXO Lao. World Vision Australia was an implementing partner from 1999-2002 and Handicap International Belgium (HIB) provided technical and material assistance to UXO Lao provincial organization of Savannakhet from 1997-2004 and one-year support to Khammouane province in 2004, as well. The German commercial company, Gerbera, also assisted UXO Lao from 1997-2004 in Houaphan and Luang Prabang provinces, while a detachment from the Belgian Army ended its assistance in April 2005 for Champassak province.

### **NGOs as Independent Operators**

Since the establishment of the NRA, and under the new UXO national strategy, INGOs have the opportunity to start clearance intervention as operators independent of UXO Lao. In January 2006, HIB embarked on an integrated, community based support project that incorporates village involvement in clearance, participatory MRE and survivor assistance. This activity is the first of its kind in Laos and is being conducted in three remote districts of Savannakhet province.

MAG is also taking the opportunity to restart as an autonomous operator for clearance and MRE intervention in the province of Khammouane. Key to MAG's approach is 'Community Liaison' to ensure that communities have information about and actively participate in the UXO clearance process. FSD has also started autonomous operations with a prime objective to provide direct support to World Food Programme assistance in the provinces of Savannakhet, Khammouane, Saravane and Attapeu.<sup>117</sup>

### **Private sector operators<sup>118</sup>**

Before 2004, independent or commercial (UXO clearance) operators were few. They included Milsearch-BPKP, an Australian company in partnership with a state-owned enterprise, and the Lao People's Army. Gerbera also performed some commercial work. In 2004 UK commercial company Mine Tech International began operations in Laos, and in 2005 another commercial company, Phoenix Clearance Ltd, was approved as an independent operator. It is becoming increasingly common for NGOs to be approved as both implementing partners of UXO Lao and

---

<sup>117</sup> A field visit by the UXO section of the LANGOCA Team was conducted from 7 – 10 May 2006 to both FSD and MAG operations in Savannakhet and Khammouane provinces.

<sup>118</sup> It should be noted that, in addition to humanitarian projects, commercial clearance companies are involved in UXO clearance for private development such as mining, hydropower dam construction, and large scale agricultural ventures, and in the public sector on road, telecommunication, electricity transmission and other infrastructure development.

independent operators. There are indications that UK based NGO, Cleared Ground, may possibly establish a presence in Laos. It is not yet known whether it will operate as an implementing partner of UXO Lao or as an independent operator.

**UXO / Mine risk education** is a component of the UXO Lao programme and, as such, is integrated with other operations. UNICEF (with funding from AusAID) supported the Ministry of Education in the introduction of a national school curriculum on UXO awareness, implemented by the NGO Consortium. The programme operated in 911 schools in 15 districts. UNICEF also supported the “Sport-in-a-Box” program, which provided UXO safety education to youth both in and out of school, with an emphasis on reaching children who do not attend school. The focal partner for the project was the Lao Youth Union which has representatives in every district. In March 2005 an external evaluation of UNICEF’s support to the UXO risk education programme in Laos was conducted by the GICHD.<sup>119</sup> Based on recommendations from this evaluation, in 2006 UNICEF will implement a UXO Risk Assessment to systematically collect and analyze information from communities to identify ‘who’ is at risk of UXO accidents, ‘why’, and ‘what’ can be done about it.

The National Strategic Plan calls for the Ministry of Information and Culture to oversight Community Awareness (CA) nationwide and to work with the Ministry of Education (MOE) to develop a national curriculum. The NSP also identifies CA and UXO/ MRE as one area where more cooperation among government, donors and NGOs would be useful and beneficial. The NSP further sets the goal of reaching all impacted villages identified in the 1997 national survey<sup>120</sup>.

Currently **assistance for survivors of UXO accidents** in Laos is limited in scope and reach and funding support is far from adequate.<sup>121</sup> Facilities for people with disabilities (PWD) include the Sikeud and the Lao Korean Vocational training schools, the Disabled Women Development Centre, Quest College, schools for deaf and blind children in Vientiane and Savannakhet, NRC for the delivery of physical rehabilitation services, and COPE for both physical and medical services for PWD; LDPA, HIB, Garneau International and World Concern and Save the Children supporting the Inclusive Education programme with the MOE. The National Committee for Disabled people (NCDP) also plays an important role in promoting the rights of PWDs within MoLSW, and would benefit from capacity building support. The ultimate goal of any Victim Assistance (VA)/ survivor assistance program is comprehensive rehabilitation and re-integration into society. Providing resources to support programs that address the needs of victims/ survivors will benefit all PWD, from whatever cause, in an affected country. HIB has been approached by the NRA to provide in kind technical assistance support to the VA TWG sub sector to create the capacity to assess needs, define policy, document and plan intervention. The ultimate would be to implement a national Victim Assistance program for the provision of medical care, rehabilitation and socioeconomic reintegration services to UXO/ mine victim/ survivors and other injured/ disabled people, their families and communities.

---

<sup>119</sup> Geneva International Centre for Humanitarian Demining (GICHD) *An Evaluation of UNICEF Supported UXO Risk Education Projects in the Lao PDR. Final Report.* 2005.

<sup>120</sup> National Strategic Plan for the UXO Programme in Lao PDR 2003-2013. The Safe Path Forward.

<sup>121</sup> See Annex 8 for details of UXO stakeholders and activities.



**Victim (survivor) assistance** is now included in the new National Strategic Plan, and resources from the UNDP Trust Fund will be available for both physical rehabilitation and socio-economic integration. The plan states that the specific needs of survivors and their dependents “will be factored in all national [and] local public health initiatives.”<sup>122</sup>

The International Campaign to Ban Landmines (ICBL) has been active in **advocacy work** over past years, and researchers for the Landmine Monitor make annual visits. Each year the report mentions that the Laos has not yet acceded to the Mine Ban Treaty. However, in recent years Laos has shown some interest in joining the treaty. In a July 2005 letter to Landmine Monitor, the Ministry of Foreign Affairs stated that ‘the Lao Government has already expressed its intention to accede to this Convention. However, in order for the Laos to fully become party to the Ottawa Convention, it requires some time to prepare necessary steps in meeting its obligations.’<sup>123</sup>

#### 4.6 Lessons Learned

A comprehensive list of lessons learned and crosscutting issues across the sectors is summarized in Annex 11. Key lessons in UXO sector include:

- Area UXO clearance as practiced by the UXO programme since 1996 is expensive, and benefits of post clearance land use are difficult to ascertain.
- There is a need to pursue and improve new technical methodologies, approaches, best practices and innovative equipment to reduce cost of UXO action and improve efficiency (e.g. risk management, Post Clearance Impact Assessment, battle area clearance, village assisted clearance, community liaison), as well as to study a number of areas such as cost/benefits of roving teams versus area clearance teams, risk management versus risk free approaches to deliver more effective clearance operations.
- More effective prioritization of UXO interventions can be improved by systematically coordinating and sharing information regarding past, present and future interventions; particularly in terms of funding, international support, technical assistance delivered, specific work undertaken, approaches, methodologies and material developed, in order to capitalize on best practices.
- The lack of accurate information (e.g. land clearance, accidents) weakens the ability of all agencies involved in UXO clearance, community awareness and victim assistance to better plan their activities and measure success.
- The major obstacle to effective program development can be addressed by establishing a national accident victim data base to collect, analyze and disseminate accurate and timely data about UXO accidents. This is one of the priorities of the NRA.
- At present, assistance for survivors of UXO is very limited, focusing mainly on medical care, physical rehabilitation and limited vocational training in only a few provinces. This is also exacerbated with a lack of awareness and access to limited services while involving great cost (transport, accommodation and medical).
- Urgent action is needed to address the most pressing needs of UXO survivors, their families and communities taking into account factors such as geographic and demographic coverage, use of existing health structures and community intervention, through a holistic approach to disability that addresses a broad range of issues.

---

<sup>122</sup> National Strategic Plan for the UXO Programme in Lao PDR 2003-20013. The Safe Path Forward.

<sup>123</sup> Landmine Monitor is the comprehensive review of all international progress and regression in the mine action sector.  
<http://www.landminemonitor.com/laopdr>

- Vertical and horizontal coordination mechanisms need to be strengthened to lead to more effective outputs, reduce overlap and duplication, improve planning efficiency and sustainability. These mechanisms will also provide opportunities for partnership with government partners, mass organizations, NGOs, local associations and other potential stakeholders
- Lack of communication among UXO stakeholders has been partially addressed by establishing several working groups, which are still at their initial stages and remain focused at the national level. However, recent deployment of new operators has brought fundamental changes to the UXO sector.
- Local planning processes have not always been integrated and participatory enough with all stakeholders to ensure that annual work planning was in accordance with the needs of government and donor-supported development activities.
- Site selection for community development interventions in UXO contaminated areas must be undertaken with all stakeholders including communities, governments, NGOs and local associations to improve sustainability.
- Community participation in all aspects and processes of UXO/ mine action improves ownership, prioritization of needs, effectiveness and cost reduction. It also integrates UXO/ mine action into livelihood development.

#### **4.7 Constraints**

Various constraints impact the development, implementation, effectiveness and sustainability of UXO activities. These include:

- Context of Laos: Remoteness, ethnic diversity, lack of general health, weak education system and coverage and limited infrastructure.
- Lack of multi year funding and long term commitment of donor community impacts quality of intervention and sustainability.
- MoU processes with government are often a long and not always clear process, and even more difficult when integrated project interventions are presented; i.e. clearance work with a development agency.

#### **4.8 Crosscutting Issues**

Gender, ethnicity, HIV and AIDS and capacity issues are all important to the UXO sector and like the DM sector UXO issues are linked to vulnerabilities of ethnic communities in remote and mountainous areas. Also, as noted in the DM sector, integration of crosscutting issues, as well as analysis and practice has been ad hoc.

- A Gender Approach needs to take into account specific context and cultural practices as well as different types of interventions, to maximize the use of both male and female human resources.
- HIV and AIDS is still considered to be low prevalence but high risk while rate of STIs are very high. HIV and AIDS awareness needs to be integrated and mainstreamed across all aspects of UXO work. For example, local recruitment and employment reduces risk behaviour while providing direct local income.
- The majority of UXO/ mine action interventions are conducted in ethnic communities that are already facing major constraints: remote areas, native languages other than Lao, cultural beliefs, poor health and education support. Therefore, it is important to better understand diversity and to integrate the community's reality, while also respecting national policies and strategies of the GoL.

- Clearance involves change in land use and has direct and long term impact on environment.

## 5. Conclusion: Disaster Management and UXO Sector Issues

The key element in common for both sectors is the relationship between hazard, vulnerability and poverty. In understanding the Laos context and the constraints which shape sector activities 3 major issues emerge:

- Remoteness and isolation, poor access to communications.
- Weak coordination across stakeholders.
- Need for capacity building across all levels.

While the lessons learned reflect the specific sector experiences, there are several lessons which demonstrate the importance of integration:

- A community based approach.
- Both DM and UXO within a broader poverty reduction framework.
- Effective linkages between policy, activation of existing systems and practice at all levels.
- Mainstreaming of gender, ethnicity, HIV and AIDS, and environment into all activities across all levels.
- Long term commitment to sustainability from donors, GoL, and communities.

The major assessment of the analysis is that policy, strategy and action needs to take close account of the critical linkages between UXO, DM, vulnerability and poverty reduction in the Laos context. Many critical lessons have been learned across the 2 sectors. However, the communication and integration of these lessons and experiences is ad hoc and opportunistic, and would benefit from some concerted efforts at coordination, to increase the effectiveness and the sustainability of sectoral activities.

### 5.1 Potential Impacts on the Disaster Management and UXO Sectors

In the last 10 years significant changes have emerged in Laos. They impact not only the DM and UXO sectors but broader issues of growth, poverty and development. These issues include the:

- **Growing gap between rich and poor,**<sup>124</sup> as confirmed in the NGPES. The incidence of urban poverty has reduced much more than that of rural poverty over the period 1992/93 to 1997/98.<sup>125</sup> GoL aims to achieve high economic growth within a context of **equity**.
- **Degradation of natural resources and the decline of forest** area, due to logging, swidden agricultural practices and population pressure. The decline in forested areas has significant impact on the vulnerability of rural communities as it has traditionally been their social safety net in times of hardship and emergency.
- **Increasing population** at the rate of 2.5% per year in Laos (unlike its neighbours). The average birth rate is 4.9 nationwide (same as Cambodia, and significantly higher than all other neighbours). The birth rate is considerably higher in rural areas e.g.: 7.3 in the former Xaysomboun Special Zone and 6.3 in Houaphan province, while only 2.3 in urban Vientiane.<sup>126</sup>

<sup>124</sup> *National Growth and Poverty Eradication Strategy* (NGPES). January 2004, p28.

<sup>125</sup> *Ibid.* p. 23.

<sup>126</sup> Lao Reproductive Health Survey 2000. Summary Report of Provincial Data, Lao/02/PO7, National Statistics Centre and United Nations Population Fund, Vientiane, 2003, p 13.

- Debate exists about the GoL's strategy of **resettlement** of remote, upland communities, which aims to extend basic service delivery coverage and reduce poverty, but which has also had a number of negative impacts<sup>127</sup>. Resettlement, or relocation, which has been ongoing over the past 10 years, is slowing in some areas and increasing in others. What is clear is that many people now live in different locations to 10 years ago, and the expected benefits have not always been accrued<sup>128</sup> at the community, district and provincial levels.
- **Expansion of roads and infrastructure** into neighbouring countries (including China, Vietnam, Cambodia and Thailand) as part of economic growth strategies. However, this expansion also brings with it the potential risk of increasing HIV and AIDS, increased mobility and tourism and unsustainable natural resource development.

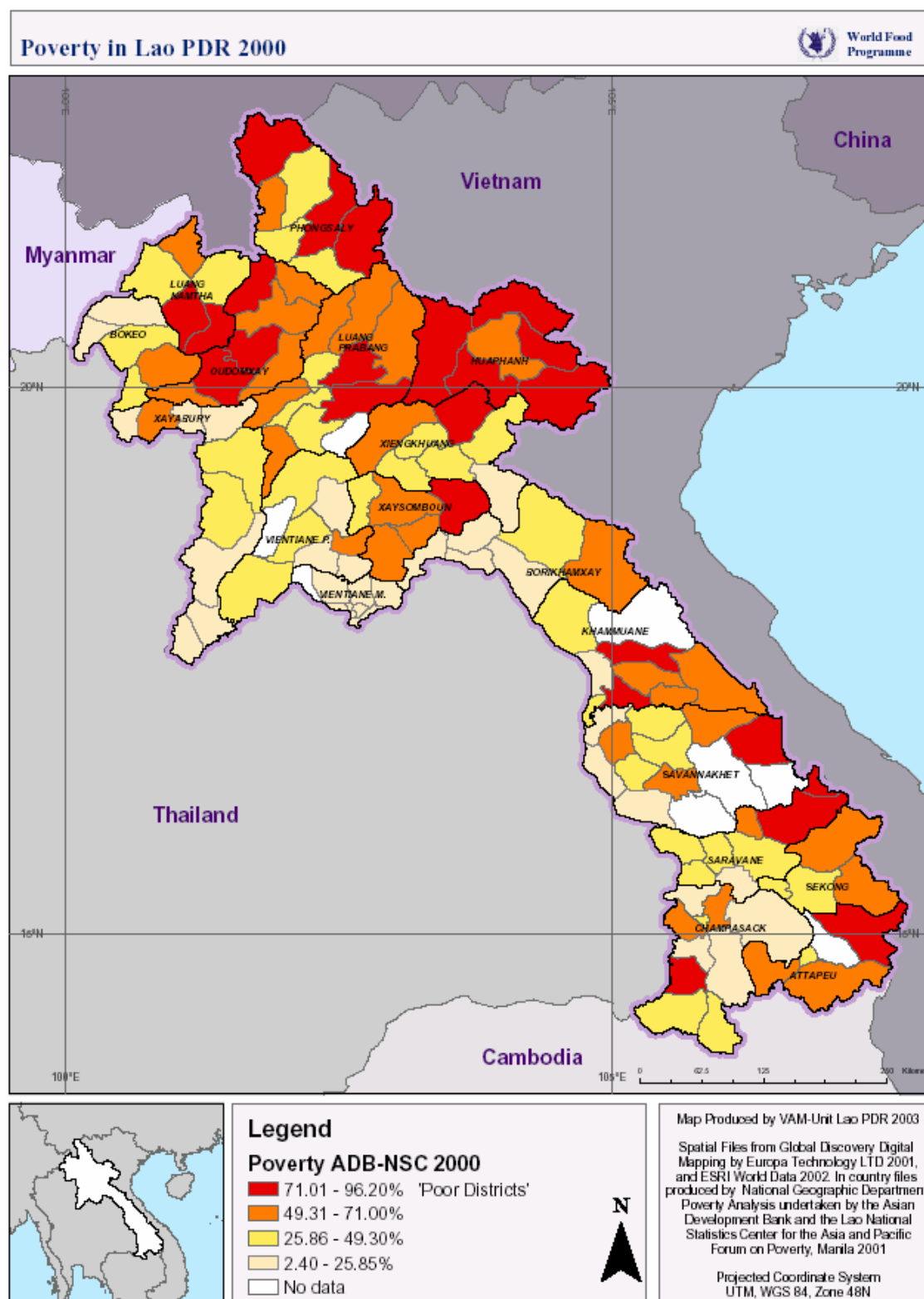
The potential for future impacts of these changing patterns of development is significant, not only for the disaster management and UXO sectors, but for poverty reduction and economic growth overall. It requires thoughtful strategic consideration and incorporation into planning, policy and activity development.

---

<sup>127</sup> *Participatory Poverty Assessment*, Lao PDR, 2001, ADB; Alton, Charles, *Service Delivery and Resettlement, Options for Development Planning* Charles Alton, Huamphanh Rattanavong, UNDP.

<sup>128</sup> 'Aiding or Abetting? Internal Resettlement and International Aid Agencies in the Lao PDR', Baird, Ian and Shoemaker, Bruce, Probe International, August 2005 contains up to date discussion. For additional discussion of resettlement issues see "Basic Needs for Resettled Communities in the Lao PDR.", UNESCO/UNDP, June 1997. Action Contre la Faim has also been looking into this issue.

## ANNEX 7. Poverty in Lao PDR



## ANNEX 8. Bibliography

### AusAID

- Australian Aid: Promoting Growth and Stability. A White Paper on the Australian Government's Overseas Aid Program. (April 2006)
- [Environmental Management Guide for Australia's Aid Program](#) (Jan 2003)
- [Family Planning and the Aid Program: A Comprehensive Guide](#) (Oct 2002)
- [Food Security Strategy 2004](#) (May 2004)
- Gender and Development: Lessons and Challenges for the Australian Aid Program (Sept 2002)
- [http://intranet.ausaid.gov.au/policy/gender/gender\\_review\\_lessons2002.pdf](http://intranet.ausaid.gov.au/policy/gender/gender_review_lessons2002.pdf)
- [Good Governance: Guiding Principles for Implementation](#) (Aug 2000)
- [Guiding Principles for Australian Assistance for Family Planning](#) (Oct 2002)
- [Humanitarian Action Policy](#) (Jan 2005)
- [Income Generation for the Rural Poor: the Australian Aid Program's Rural Development Strategy](#) (Jun 2000)
- Laos - Australia Development Co-operation Strategy 2004-2010 (LADCS)
- <http://www.aid.gov.au/country/country.cfm?CountryID=35&Region=EastAsia>.
- Laos-Australia NGO Cooperation Agreement (LANGOCA). Request for Capacity Statements. (October 2005)
- Laos-Australia NGO Cooperation Agreement (LANGOCA). Analytical Mission: Terms of Reference. (13 March 2006)
- Laos-Australia NGO Cooperation Agreement Program (LANGOCA). Analytical Mission: Issues Paper. (6 April 2006)
- [Meeting the Challenge: Australia's International Response to HIV/AIDS](#) (July 2004)
- [Making Every Drop Count: Water and Australian Aid](#) (Mar 2003)
- Mine Action Strategy 2005-2010 (Draft 2006)
- NGO Effectiveness Review of Australian Government Funded NGOs in Lao PDR. (Nov 2003)
- [Promoting Practical Sustainability](#) (Sept 2000)
- [Reducing Poverty: The Central Integrating Factor of Australia's Aid Program](#) (Mar 2001)

### LAOS DEVELOPMENT

- Alton, C, and Rattanavong, Huamphanh *Service Delivery and Resettlement: Options for Development Planning*. UNDP, 2004.
- Baird, I. and Shoemaker, B. *Aiding or Abetting?* Probe International
- [www.probeinternational.org/pi/index.cfm?DSP=titles&SubID=438](http://www.probeinternational.org/pi/index.cfm?DSP=titles&SubID=438)
- Committee for Planning and Investment. National Economic Research Institute *Service Delivery and Resettlement: Options for Development Planning Project*. UNDP, 2004.
- Ethnic Groups, Gender and Poverty Eradication: Case Study from a Khmou Lue Community in Oudomxay Province*. World Bank, Lao PDR 2003.
- Government of Lao PDR. Ministry of Agriculture and Forestry *Implementation Approaches for the Programs of Shifting Cultivation and Livelihood Stabilisation and Plan for the Period of 2005-2010*. National Agriculture and Forestry Extension Service, 2004.
- Government of Lao PDR *National Committee for the Control of AIDS. National Strategy and Action Plan on HIV/AIDS/STI 2006-2010*. Feb 2006.

*HIV Surveillance Survey and Sexually Transmitted Infection Periodic Survey.* (HSS and SPPS) Lao PDR, 2005.

*National Growth and Poverty Eradication Strategy (NGPES).* Lao PDR, Jan 2004.

[www.poweringprogress.org/ngpes/ngpes\\_home.htm](http://www.poweringprogress.org/ngpes/ngpes_home.htm)

*Participatory Poverty Assessment: Lao PDR.* ADB, 2001.

Phimphachanh, Chansy and Sayabounthavong, Khanthanouvieng The HIV/AIDS/STI Situation in Lao People's Democratic Republic. *AIDS Education and Prevention* v. 16:91-99, 2004.

United Nations *Human Development Report.* 2005.

## **DISASTER MANAGEMENT**

DIPECHO *Fifth DIPECHO Action Plan for South East Asia: Lao PDR.* 8 Nov 2005.

[http://ec.europa.eu/echo/whatsnew/calls\\_en.htm](http://ec.europa.eu/echo/whatsnew/calls_en.htm)

*Disaster Risk Reduction: A Development Concern.* 2005, DFID,

<http://www.dfid.gov.uk/pubs/files/disaster-risk-reduction.pdf>

*Hyogo Framework for Action 2005-2010.* Building the Resilience of Nations and Communities to Disasters. World Conference on Disaster Reduction. Kobe, Jan 2005.

<http://www.unisdr.org/wcdr/intergover/official-doc/L-docs/Hyogo-framework-for-action-english.pdf>

*Institutional Capacity of Disaster Preparedness Institutions to Support Community Based Disaster Risk Management in Lao PDR.* Research Report. Ministry and Labour and Social Welfare, National Disaster Management Office. March 2006.

*National Strategic Plan for Integrating Community Based Disaster Risk Management into Socio-economic Development in Lao PDR.* Ministry and Labour and Social Welfare, National Disaster Management Office. March 2006.

*Reducing Disaster Risk: A Challenge for Development.* UNDP, 2004.

<http://www.undp.org/bcpr/disred/rdr.htm>

*United Nations International Strategy for Disaster Reduction Terminology of Disaster Risk Reduction.* <http://www.unisdr.org/eng/library/lib-terminology-eng%20home.htm>

Wood, S. *Coping with disasters: The challenge of ongoing hazards.* Juth Pakai UNDP. v. 1: 24-32, Dec 2003. <http://www.undplao.org/juth1/Dec%2003%20Juth%20Pakai.pdf>

World Disasters Report. International Federation of the Red Cross, 2005.

<http://www.ifrc.org/publicat/wdr2005/index.asp>

*World Disasters Report. International Federation of the Red Cross,* 2004.

<http://www.ifrc.org/publicat/wdr2004/index.asp>

## **UXOs**

Botomley, R. *Crossing the Divide; Landmines, Villagers and Organizations.* PRIO, Report 1/2003

*Claiming the Future: The Impact of UXO and Landmines in Lao PDR.* Australian Network of the International Campaign to Ban Landmines. Adelaide, 2003.

*Feasibility Study Into a National Network for UXO Accidents in Lao PDR.* HIB, 2004.

Fleisher, M. *Informal Village Demining in Cambodia: An operational Study.* Handicap International Belgium, March 2005.

Geneva International Centre for Humanitarian Demining (GICHD) *An Evaluation of UNICEF Supported UXO Risk Education Projects in the Lao PDR. Final Report.* 2005.

*Glossary of Mine Action Terms, Definitions and Abbreviations.* International Mine Action Standards. 2<sup>nd</sup> ed. January 2003.

Handicap International, Lao Youth Union and UNICEF *Life After the Bomb: A Psychosocial Study of Child Survivors of UXO Accidents in Lao PDR*. 2004.

International Campaign to Ban Landmines. Annual Report for Lao PDR. 2005.

Moyes, R. *Scrap Metal Collection in Lao PDR*. UNICEF, AusAID, LandMineAction, GICHD, 2005.

Moyes, R. Tampering; Deliberate Handling and Use of Live Ordnance in Cambodia. HIB, MAG, NPA . August 2004.

*National Survey on the Socio Economic Impact of UXO in Lao PDR*. Handicap International Belgium, 1997.

*Orphans, Children affected by HIV/AIDS and other Vulnerable Children in Lao PDR*. Ministry of Labour and Social Welfare, National Committee for the Control of AIDS Bureau, UNICEF. 2004.

Roberts, R. and Littlejohn, J. *Maximizing the Impact: Tailoring Mine Action to Development Needs*. PRIO. Report 5/2005.

The Role of Mine Action in Victim Assistance. GICHD, 2002

*The Safe Path Forward*. UXO Lao Strategic Plan 2003-13.  
[www.undplao.org/UXOstuff/Stratplan%20Res%20EngFINAL.pdf](http://www.undplao.org/UXOstuff/Stratplan%20Res%20EngFINAL.pdf)

*Turning Point*. UXO Lao Work Plan, 2004.

United Nations Mine Action Service (UNMAS) *Glossary of Mine Action Terms, Definitions and Abbreviations*.  
[http://www.mineactionstandards.org/IMAS\\_archive/Amended/Amended2/IMAS\\_0410\\_2.pdf](http://www.mineactionstandards.org/IMAS_archive/Amended/Amended2/IMAS_0410_2.pdf)

UXO Impact Survey. Handicap International Belgium, 1997.

UXO Lao 5 Year Plan

UXO Lao Annual Report. 2004.

*Victim Assistance: A Comprehensive Integrated Approach. The Seven Principles of the Maputo Strategy*. Swiss Agency for Development and Cooperation.



## ANNEX 9. Key Stakeholders in Disaster Management And UXO Sectors

DISASTER MANAGEMENT						
	AGENCY	PROJECT	DONOR	ACTIVITIES	LOCATION	DATES
1	Action contre la Faim (ACF)	Improvements of living conditions & livelihoods for ethnic minorities in Luang namtha		livelihoods clean water capacity building	Luang Namtha	
2	Action contre la Faim (ACF)	Food security for ethnic minorities in Kaleum & Dakcheung		livelihoods, food security clean water capacity building	Kaleum & Dakcheung districts, Sekong province	
3	Adventist Development Relief Agency (ADRA)	Poverty Reduction through Land Tenure consolidation, participatory natural resources management, & local communities skill building	ADB	land tenure consolidation participatory natural resource management skill building gender training	Luang Namtha province	
4	Asian Disaster Preparedness Centre			first aid training for GOL staff & communities hazard risk assessment & mapping	Vientiane, Pakse, Luang Phabang	
5	Concern Worldwide (with NDMO)	Disaster Preparedness Project, Phases 1-3	DIPECHO (Phase 1+2), Concern WW (Phase 3)	livelihoods micro-credit (revolving funds) research: traditional coping mechanisms HIV and environmental issues mainstreamed	7 villages in 7 districts of Khammouane & Savannakhet provinces	5 years 2000-2005
6	Concern Worldwide	Bokeo Integrated Rural Development Project			Bokeo province	

	AGENCY	PROJECT	DONOR	ACTIVITIES	LOCATION	DATES
7	Concern Worldwide	Thapangthong Rural Development Project			Thapangthong district, Savannakhet	
8	CARE	Poverty Alleviation in Remote Upland Areas (PARUA)		capacity building gender training technical training	Hongsai district, Sayabouly province	
9	CARE	Khammouane Food Security Project			Khammouane	
10	CARE	Paklai Forest Conservation & Livelihood Development Project			Paklai district, Xayabouly province	
10	Christian Reformed World Relief Committee (CRWRC)	Community Livelihood Development Project			Xieng Khouang	
11	Church World Service (CWS)					
12	CIDSE	Phine self-help Rural Development Program			Phine district, Savannakhet province	
13	CIDSE	Xaybouathong Integrated Community Development Program			Xaybouathong district, Khammouane province	
14	Cooperazione e Sviluppo Onbulus (CESVI)	Integrated Rural Development Project			Xayabouly province	
15	Cooperazione e Sviluppo Onbulus	Food Security Project			Luang Prabang province	

	AGENCY	PROJECT	DONOR	ACTIVITIES	LOCATION	DATES
16	German Agro Action	Community-based rural development project for sustainable food security			Nga district, Oudomxay province	
17	German Agro Action	Community-based rural development project for conservation			Oudomxay province	
18	German Agro Action	Integrated Poverty Reduction Project			May district, Phongsaly province	
19	Global Alliance for People and the Environment (GAPE)	Environmental education activities			Based in Pakse, activities in South Laos	
20	Mekong River Commission	Mekong regional hydrological cycle observing system (HYCOS) project	Agence Francaise de Developpement (AFD) & French Global Environment Fund EUR 3.3 million	improving early warning systems for floods reducing flood vulnerability	Laos, Cambodia, Thailand, Vietnam	2006-
21	Oxfam Australia	Disaster Risk Reduction Project		risk assessments & plans training for PDMC & DDMC, & establish village DPUs ricebanks, agriculture extension, irrigation, clean water, UXO & gender awareness trainings	30 villages in Ta-Oy district, Salavan province	2.5 years, 2004 -2006
22	Oxfam Australia		AusAID (NGO window)		Feuang & Mek districts, Vientiane province and Saravan province	

	AGENCY	PROJECT	DONOR	ACTIVITIES	LOCATION	DATES		
23	Save the Children Australia (SCA)	Remote Communities Poverty Reduction Project	AusAID (NGO window)		Xayabouly			
24	UNDP	Sekong Ethnic Peoples Development Project (SEP-DEV)	UNDP + NORAD USD 1.8 million		Sekong province			
25	UNDP	Environmental Governance in Lower Mekong Countries	UNDP USD 1 million	strengthening environmental governance through policy & practice reducing vulnerability & enhancing livelihoods of the poor				
26	Village Focus International (VFI)	Community-based Natural Resource management			Saravan province			
27	Wildlife Conservation Society ) in partnership with Universities Mobile Conservation Unit	Environmental education focused at village natural resource management						
28	World Food Programme	Primary Education for Girls and Boys in Remote Areas of Lao PDR	WFP	school feeding				
29	World Food Programme	Recovery Assistance to Disaster prone and vulnerable food-insecure communities in Lao PDR	WFP USD 3.9 million	Food for work support emergency preparedness & response	flood prone plains, and upland communities in south of Lao PDR	2 years 4/2004-3/2006		

	<b>AGENCY</b>	<b>PROJECT</b>	<b>DONOR</b>	<b>ACTIVITIES</b>	<b>LOCATION</b>	<b>DATES</b>
30	World Food Programme	Assistance to food-insecure households in transition	WFP			
31	World Wildlife Fund (WWF)	Community based forestry		Broad based environmental project involving Laos, Cambodia and Vietnam	Sekong, Xepian	
32	World Vision	Community-Based Disaster Management Project		early warning & response capacity construction of rain catchment weirs diversified agricultural practices villages DPUs established	Champassak & Soukhouma districts, Champassak province	
33	World Vision	Champassak Disaster Management Project 2				
34	World Vision	Nam Khan Poverty Alleviation Project	AusAID			10/2001-3/2006
35	World Vision	Xieng Ngeun Area Development Project				
36	World Vision	Savannakhet Poverty Alleviation Project				

**UXO**

	AGENCY	STATUS	DONOR	ACTIVITIES	LOCATION	DATES
	COMMUNITY AWARENESS					
1	UXO LAO	GOL operator	UNDP Trust Fund, UNICEF, USG	Community awareness, survey and clearance. Development of participatory community awareness programming concept	National office, VTE Training centre, VTE Khammouane Savannakhet Saravane Sekong Attapeu Champassak Xieng Khouang Luang Prabang Houaphan	1996-present
2	UNICEF	UN agency	SIDA, International donors	Community awareness technical advice to UXO Lao CA Support and monitoring to LYU sport in a box linked to UXO/MRE	National Office, VTE  6 provinces coverage	1996-1997  2000-2005
3	Mines Advisory Group (MAG)	NGO – IP & IO since 2004	DANIDA , ECHO, DFID, Kadoorie Foundation	Community awareness, survey and clearance. Community Liaison approach to empower local communities to find solution to their problems.	Xieng Khouang Saravane	1994 -2000 2005 - present
4	Mines Advisory Group (MAG)	NGO – IP & IO since 2004	UNICEF	Conduct a UXO Assessment for mine risk education to systematically collect and analyse information in order to identify who is at risk of UXO accidents, why and what can be	Attapeu, Houaphan, Saravan, Savanakhet, Xieng Khouang provinces	June-September 2006

				done about it.		
	<b>AGENCY</b>	<b>STATUS</b>	<b>DONOR</b>	<b>ACTIVITIES</b>	<b>LOCATION</b>	<b>DATES</b>
5	Norwegian People's Aid (NPA)	NGO - IP	Norway, USA	Technical support to UXO Lao risk management /awareness activities  Tampering with UXO research and analysis	Sekong Attapeu National Office Not yet determined	Conceptual stage  Conceptual stage
6	Consortium /Ministry of Education/	GOL + NGO	UNICEF, USA	Community awareness – primary school curriculum. Teachers training, revision of curriculum and develop lesson plan	Houaphan Xieng Khouang Savannakhet Saravane	1998 - present
7	Lao Youth Union	GOL	UNICEF	Community awareness – sport in a box to children aged 6-18 particularly those out of class.	6 provinces, 15 districts	2000-2005
8	CARE with UXO LAO	NGO	EC/ECHO	community awareness, training of village-based trainers, development of new CA materials	Khammouane – Ngommalath & Boualapha districts (53 villages)	2002-03 (6 mths)
9	International Campaign to ban Landmines (ICBL)	NGO network	various	advocacy – for Mine Ban Treaty ( Ottawa Treaty)	-	2003 published 'Claiming the future' Annual Ban Landmine report
10	Handicap International Belgium (HIB)	NGO	EC	Community Based Risk Education program with villages volunteers and support of 'road show team' to develop messages under participatory approach. Research action on scrap metal trade based on UNICEF	Savannakhet Province. 3 districts	2006 –  Conceptual stage

				recommendations.		
11	National Regulatory Authority (NRA)	GOL	UNDP and GOL	Policy and harmonization of MRE intervention with operators . Establishment of RE TWG at central level	Vientiane and provinces	2006

	AGENCY	STATUS	DONOR	ACTIVITIES	LOCATION	DATES
	UXO CLEARANCE					
1	UXO LAO	GOL operator	UNDP Trust Fund USG	Community awareness, survey and clearance. Main target on high priority areas as defined under NRA national strategy v	National office, VTE Training centre, VTE Houaphan Xieng Khouang Luang Prabang Khammouane Savannakhet Saravan Sekong Attapeu Champassak	1996-present
2	UNDP	UN agency	UNDP Trust Fund	Community awareness, survey and clearance, & supporting management technical advice to UXO Lao and NRA	National office, VTE Training centre, VTE	1996-present
3	UNV	UN agency	UNV funds	Supporting management technical advice to UXO Lao provincial organizations.	Vientiane Houaphan/Luang Phabang Xieng Khouang Saravane Sekong	1999-2003



					Attapeu	
4	Mines Advisory Group (MAG)	NGO – IP & IO pre-1996 and post-2003	DFID, DANIDA, USA, NZAID	Assistance to UXO Lao SOPs and training of national EOD technician Community awareness, survey and clearance, trialing use of dogs, village-assisted clearance, technical survey, risk assessment, detector, new technologies	Vientiane  Xieng Khouang Khammouane Savannakhet	1994-present
	<b>AGENCY</b>	<b>STATUS</b>	<b>DONOR</b>	<b>ACTIVITIES</b>	<b>LOCATION</b>	<b>DATES</b>
5	Mines Advisory Group (MAG)	NGO – IP & IO pre-1996 and post-2003	DFID, DANIDA, USA, NZAID, ECHO	Assistance to UXO Lao SOPs and training of national EOD technicians, community awareness, survey and clearance, trialling the use of Mine Detection Dogs (MDDs), developing and establishing village assisted clearance and Archaeo-VAC methodologies, technical survey and risk assessment, detector and machine assisted clearance	Vientiane  Xieng Khouang Khammouane Savanakhet Saravan	1994 – 2006
6	Mines Advisory Group (MAG)	NGO – IP & IO pre-1996 and post-2003	Jersey Overseas Aid	Village Assisted Clearance (VAC) in Houay Dok Kham village. UXO clearance of agricultural land to enable agricultural expansion and improved food security.	Kham district, Xieng Khouang	2004 -2007

	<b>AGENCY</b>	<b>STATUS</b>	<b>DONOR</b>	<b>ACTIVITIES</b>	<b>LOCATION</b>	<b>DATES</b>
7	Mines Advisory Group (MAG)	NGO – IP & IO pre-1996 and post-2003	DFID	UXO clearance in support of Lao Red Cross and Danish Red Cross development projects and district government priorities (Schools, health centres, hygiene systems, agricultural land etc.) Utilising Explosive Ordnance Disposal (EOD), technical survey and community liaison capacities and methodologies and developing area reduction methodologies.	Nonghet District, Xieng Khouang	2003 – 2007
8	Mines Advisory Group (MAG)	NGO – IP & IO pre-1996 and post-2003	European Commission (EuropeAid)	UXO Clearance in support of community, district and government priorities (clearance of school and health service sites, agricultural extension, WATSAN etc.) and support to WFP operations (technical survey and road and bridge head clearance). Utilising VAC, EOD, technical survey and Community Liaison capacities and methodologies.	Lang Khan special economic zone, Boulapha district, Khammouane	2006-2008

	<b>AGENCY</b>	<b>STATUS</b>	<b>DONOR</b>	<b>ACTIVITIES</b>	<b>LOCATION</b>	<b>DATES</b>
9	Mines Advisory Group (MAG)	NGO – IP & IO pre-1996 and post-2003	Irish Government (IrishAID)	Technical advisory support to UXO Lao operations. Secondment of a MAG Technical Advisor to UXO Lao Houaphan, national staff training and capacity building.	Houaphan	2006-2009
10	Mines Advisory Group (MAG)	NGO – IP & IO pre-1996 and post-2003	US Department of State - PMWRA	UXO Clearance in support of a French INGO's (Triangle) development activities (agricultural extension, agricultural irrigation and drainage, increasing food security). Utilising VAC, EOD, technical survey and Community Liaison capacities and Methodologies and developing area reduction methodologies.	Boulapha, Mahaxay and Ngommalat districts, Khammouane	2007-2008 (GoL MoU pending)
11	Mines Advisory Group (MAG)	NGO – IP & IO pre-1996 and post-2003	Humpty Dumpty Institute (US)	UXO Clearance to clear school sites and agricultural plots in 53 villages in partnership with International Relief and Development's (IRD) food distribution to school children and food security interventions. Utilising VAC, EOD, technical survey and Community Liaison	Boulapha, Mahaxay and Ngommalat districts, Khammouane	2007-2008 (GoL MoU pending)

				capacities and Methodologies and developing area reduction methodologies.		
	<b>AGENCY</b>	<b>STATUS</b>	<b>DONOR</b>	<b>ACTIVITIES</b>	<b>LOCATION</b>	<b>DATES</b>
12	Handicap International Belgium (HIB)	NGO – IP & IO since 2005	Luxembourg, USA	Technical and managerial assistance to UXO Lao provincial clearance operation  Assistance to UXO Lao SOPs and training of national EOD technician UXO Threat reduction integrated project., technical survey, village assisted clearance, quality task management, development of UXO technical reference manual,	Savannakhet Khammouane  Vientiane  Savannakhet	1997-2004 2003-2004      2005 - 2007
13	Potsdam Kommunikation (PK)/ Gerbera	NGO/commercial company – IP & IO	Germany	Technical Survey and clearance support to UXO Lao	Houaphan Luang Phabang	1997-2005
14	Norwegian People's Aid (NPA)	NGO – IP	Norway, USA	Technical Survey and clearance support to UXO Lao Assistance to UXO Lao SOPs and training of national EOD technician  Assistance to UXO Lao for revision of technical survey	Sekong Attapeu  Vientiane  Sekong	1997-present     2006-

				and clearance procedures/ post clearance impact assessment and trial of new technologies		
	<b>AGENCY</b>	<b>STATUS</b>	<b>DONOR</b>	<b>ACTIVITIES</b>	<b>LOCATION</b>	<b>DATES</b>
15	Fondation Suisse de Deminage (FSD)	NGO - IO	WFP, AusAID, USG	Survey and clearance support to WFP for food production  Training of UXO Lao national Explosive Ordnance Disposal (EOD) technicians	Savannakhet Khamouane Saravane Vientiane	2006-  2006
16	Japanese Mine Action Service (JMAS)	NGO - IO	Japan	Technical Survey and clearance support to UXO Lao	Xiang Khouang	2006-
17	World Vision Australia	NGO – IP	Australia	Technical Survey and clearance support to UXO Lao	Khammouane	1999-2002
18	Belgian Army	army	Belgium	Technical Survey and clearance support to UXO Lao	Champassak	1999-2005
19	New Zealand Army	army	New Zealand	Survey and clearance – support (operations & logistics)	National office, Vientiane	1997-2004
20	Lao People's Army	army	GOL	Survey and clearance		ongoing
21	Milsearch-BPKP	commercial company – IO	commercial	Survey and clearance support to private venture, infrastructure development and humanitarian projects	15 of 17 provinces  Villabuly (Savannakhet) Khammouane	1998- present
22	Mine Tech International	commercial company – IO	commercial (for Nam Theun 2	Survey and clearance	Bolikhamxay Khammouane	5/2004-present

			dam)			
23	Phoenix Clearance Limited	commercial company – IO	commercial	Survey and clearance	Xieng Khouang Khammouane	2005
24	NRA	GOL	UNDP GOL and international donors (including USG, GOA)	Regulation and harmonization for overall UXO survey and clearance intervention in Lao PDR	National level	2006

	AGENCY	STATUS	DONOR	ACTIVITIES	LOCATION	DATES
	SURVIVOR ASSISTANCE					
1	Handicap International Belgium (HIB)	NGO	USG	<p>Community Based Rehabilitation (CBR) for survivor assistance and people with disability (PWD) with NRC and LDPA: Socio economic, IGA, counseling,, functional rehabilitation, referral</p> <p>Organization of VA national and regional workshops</p> <p>Psychosocial study on children affected by UXO</p> <p>Victim &amp; survivor assistance study</p>	<p>Vientiane capital &amp; province – 4 districts Savannakhet – 3 districts</p> <p>Vientiane and Bangkok</p> <p>6 provinces</p> <p>Vientiane + Xieng Khouang</p>	<p>2000-present</p> <p>2000</p> <p>2004</p> <p>2006</p>

				In kind TA support to NRA VA sector to develop national policies and strategy in overall Victim and Survivor Assistance program	Savannakhet  Vientiane	2006
	<b>AGENCY</b>	<b>STATUS</b>	<b>DONOR</b>	<b>ACTIVITIES</b>	<b>LOCATION</b>	<b>DATES</b>
2	COPE (including POWER, World Vision, CSPO, AAR and GoL)  (World Vision, Leprosy Mission International, AAR and GoL)	cooperative	Australia, Kadoorie, DFID,USA NRA/UNDP Foundation Pro Victims, Adopt- A-Minefield, Canada Fund, Community Fund (UK), Diana Fund, Nippon Foundation, SMILES, Leprosy Mission International, Christoffel Blindenmission	Training, Lao prosthetists/ orthotists; producing and fitting prostheses at the NRC and provincial centers; formal on-the-job training for technicians Occupational therapy and physiotherapy mentoring program	Vientiane Xieng Khouang Luang Phabang Savannakhet Champassak  Vientiane and provincial workshops	1997-2003  2003-present 2004-present
3	National & Provincial Rehabilitation Centre	GOL MoH	International donors	Institution responsible for national physical rehabilitation CBR program and special education for blind and deaf . Partner of all NGOs working in this sector. Initiate CBR national plan of	Vientiane Xieng Khouang Luang Phabang Savannakhet Champassak	1963-present

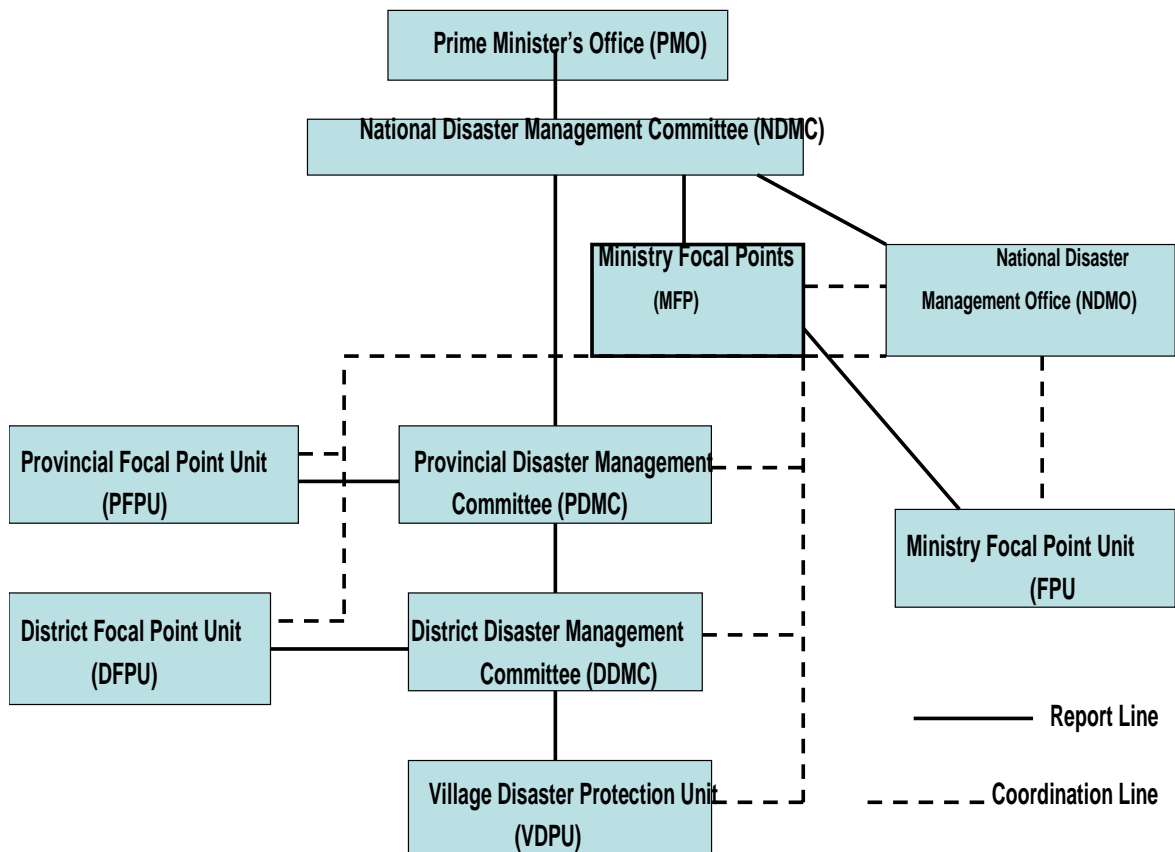
				Action		2005
4	Consortium	NGO	USA, UNICEF	War Victims Assistance Project (medical; training, hospital equipment, management and revolving fund ) Victim Medical Fund supporting medical costs for UXO survivors Community Based Victim assistance project to UXO survivors	Houaphan Xieng Khouang Savannakhet Saravane  Saravane	1995-present  1998-present  2005-
	<b>AGENCY</b>	<b>STATUS</b>	<b>DONOR</b>	<b>ACTIVITIES</b>	<b>LOCATION</b>	<b>DATES</b>
5	CARE	NGO	Gemeinsam gegen Landminen (Austria) USD 19,000	survivor assistance – provision of basic equipment to district hospitals	Khammouane – Ngommalath & Boualapha districts	2004-05 (10 mths)
6	Lao Disabled People's Association	Local Association- (Non for profit association)	Diana Fund, national and international donors (DFID)	The only national association to represent PWDs. Advocacy and defense of PWDs rights , support to provincial branches, Information through radio broad casting, partnership with NGOs and NCDP	Vientiane Xieng Khouang Luang Phabang Xayabouly Saravane Sekong Champassak	1995- present
7	Garneau International	NGO	Canada	CBR project to UXO survivors and PWDs	Xieng Khouang	2000-present
8	World Concern	NGO	USA	CBR project to PWDs	Saravane	1996- present
9	Chistoffel Blind Mission (CBM)	NGO		CBR project to PWDs , support to NRC (emphasis on hearing impairment)	Vientiane Champassak	1998-present
10	Lao Disabled Women	Non for profit	National and international	Vocational training center for disadvantage and disabled	Vientiane	2001-present



	Development Center (LDWDC)	Association	donors	women (tailoring, paper craft, weaving and computer ) and job placement		
11	National Committee for Disabled Persons (NCDP)	GOL - MLSW	GOL	Advise the government on policy , programs and service provision on disability	Vientiane	1996- present
12	Sikeurt Vocational center	GOL/ and Thai congregation of Sister of St Vincent de Paul	congregation of Sister of St Vincent de Paul	Vocational training for PWDs ( electronic, mechanic, radio repair tailoring, administration and English ) + non formal training	Vientiane Luang Prabang Savannakhet Khammouane Champassak	2002 - present
	<b>AGENCY</b>	<b>STATUS</b>	<b>DONOR</b>	<b>ACTIVITIES</b>	<b>LOCATION</b>	<b>DATES</b>
13	HIF	NGO	EC, French Cooperation	Mainstreaming disability in public health and rural development program to support vulnerable population Support to LDPA Focus on employment for PWDs	Savannakhet Xieng Khouang  Vientiane	1997-2006  2005
14	Save Children Fund (UK and Norway)	NGO	UK, UNICEF, Norway	National Inclusive Education Program to integrated disabled children into regular schools	National wide	1996- present
15	NRA	GOL	UNDP, GOL and international donor	VA TWG for coordination and development of national policies and strategy on overall VA sector (UXO and PWD) Establishment of National UXO/mine accident data base and surveillance system	Vientiane  Vientiane and nation wide	2006 -

## ANNEX 10. Disaster Management Sector GoL Organizational Structure

### Organization Chart for Disaster Management in Lao PDR



## ANNEX 11. Lessons Learned

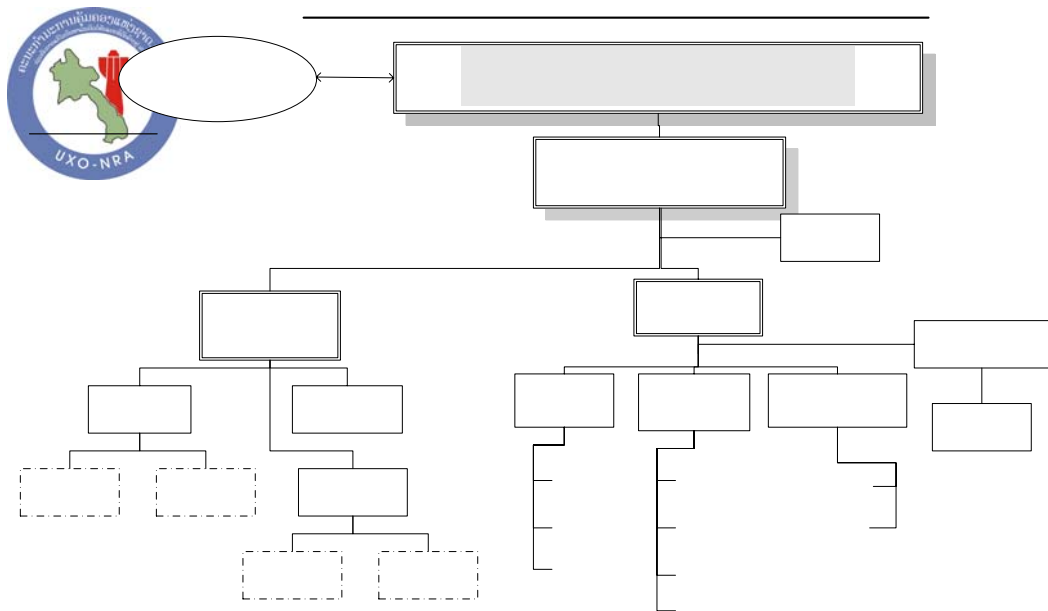
UXO	DISASTER MANAGEMENT
<ul style="list-style-type: none"> <li>• <b>Community based approaches</b> increase community ownership, reduce clearance costs, increase equitable distribution of benefits.</li> <li>• UXO awareness needs to be adapted to specific community characteristics including geography and demography.</li> <li>• Site selection criteria for demining and selection process must be undertaken with all stakeholders including government and community members.</li> <li>• Do no harm/Local Capacities for Peace initiatives are effective principles to apply where risk of dispute is high.</li> <li>• Maximum benefit comes from working with <b>partners</b> from the outset to achieve mutually compatible goals and objectives.</li> <li>• <b>Gender, environmental protection and HIV and AIDS</b> strategies must be integrated from the beginning.</li> <li>• Village assisted clearance methodologies should ensure both women and men are trained to develop community capacity.</li> <li>• Involving women in clearance teams addresses a number of issues and concerns experienced in other areas with predominantly male mine clearance camps including increased HIV, sexual abuse and drunkenness.</li> <li>• A focus on <b>livelihoods</b> needs to be integrated as rural people (adults and children) take high risks to sustain livelihoods.</li> <li>• UXO clearance is most successful as an integrated approach focusing on the impact of UXOs on people's livelihoods.</li> <li>• A prescriptive template <b>approach</b> to clearance is not as useful as a toolbox approach where specific site characteristics determine the most suitable methodology.</li> <li>• While support for UXO clearance is needed, this must not be at the cost of capacity building through formal training.</li> </ul>	<ul style="list-style-type: none"> <li>• In Laos <b>vulnerability</b> is characterized by ongoing hazards rather than large natural disasters.</li> <li>• <b>Vulnerability and poverty</b> are closely linked in the Laos context.</li> <li>• Focusing DM activities on the most vulnerable (in alignment with NGPES) addresses the greatest need.</li> <li>• Effective DM interventions also require attention to root causes of poverty and inequality.</li> <li>• <b>Community based approach</b> most efficient in preventing and mitigating losses from disasters; when inclusive of all groups (children, youth, disabled, vulnerable women, UXO survivors).</li> <li>• Community savings activities provide a flexible financial instrument that can play an important role in integrating disaster mitigation</li> <li>• <b>Capacity building</b> of existing agencies key to supporting DM and risk reduction activities.</li> <li>• The use of trainers from a wider range of local organisations can build institutional links and contribute to sustainability.</li> <li>• Disaster management training should be on-going; one-off trainings are not sufficient.</li> <li>• <b>Mainstreaming DM</b> key to integrating DM at sub national levels and across government agencies to maximize impacts.</li> <li>• Linkages between micro projects and macro and regional levels need to be enhanced to promote more effective integration and learning.</li> <li>• NGOs have had limited engagement with national government and limited influence on national decision making.</li> <li>• Strategies to address <b>cross cutting issues</b> need to be developed during design, so that they do not become lost in the process of</li> </ul>

<ul style="list-style-type: none"> <li>• <b>Land use planning</b> is essential and must include community decision making from the outset.</li> <li>• There's a lack of <b>effective reporting</b> of accidents and deaths.</li> <li>• <b>Design</b> phase must have a strong focus on developing <b>sustainability</b> strategies.</li> <li>• There is a significant link between <b>poverty</b> and UXOs, poverty will drive people into high risk activities, such as the scrap metal trade. As such UXO mine action needs to be more effectively integrated into poverty reduction and livelihood development.</li> <li>• <b>Community participation</b> in all aspects and processes of UXO/ mine action improves ownership, prioritisation in addressing needs, effectiveness and contributes to cost reduction.</li> <li>• UXO/ mine action requires substantial <b>long term commitments</b> and is a costly process.</li> <li>• There is a need to improve and to try <b>new technical methodologies</b>, approaches, best practices and innovative equipment to reduce the cost of UXO mine action and accelerate intervention; such as risk management-based assessment, post clearance impact assessment, village assisted clearance, and community liaison.</li> <li>• Vertical and horizontal <b>coordination mechanisms</b> need to be strengthened to lead to more effective outputs; reduce overlap and duplication; improve planning efficiency; and sustainability. Opportunity for partnerships with government's partners, mass organisations, clearance agencies, NGOs, local associations and other potential stakeholders can be more effectively developed.</li> <li>• A <b>gender approach</b> needs to be taken in account with respect to context specificity (cultural practices) and types of intervention to maximise use of both male and female knowledge and resources.</li> <li>• <b>HIV and AIDS</b> is still low prevalence nationally. Although, there are localized incidents of higher rates. Overall STI rates are very high. However, there is the possibility for a rapid increase for HIV and AIDS infection. HIV and AIDS risk awareness needs to be</li> </ul>	<p>implementation.</p> <ul style="list-style-type: none"> <li>• Education and awareness materials need to be adapted for cultural and language diversity for more effective work with ethnic communities.</li> <li>• Suitable <b>sustainability</b> indicators and measurements need to be incorporated in the M&amp;E plan developed in the design.</li> <li>• Sustainability strategies must include cost recovery and community management. Phase out strategies need to be well considered and should include the hand over to a local authority that has capacity and knowledge.</li> <li>• Traditional <b>early warning systems</b> do not always provide accurate information. Research is needed as well as working more closely with groups involved in early warning, such as the Mekong River Commission</li> <li>• There has been insufficient attention to project documentation: approaches, outcomes, feedback, critical review, which has inhibited sharing lessons learned across field staff.</li> <li>• <b>Peer learning</b> as part of <b>capacity building</b> is effective (e.g. friend to friend, farmer to farmer, woman to woman, official to official) and can play a useful role in multi-sectoral initiatives.</li> </ul>
--	---

<p>integrated and mainstreamed across all aspects of intervention. Local recruitment and employment reduces risk behaviour, while providing direct local income.</p> <ul style="list-style-type: none"> <li>• Clearance involves <b>changes in land use</b> and has direct and long term impact on environment.</li> <li>• The majority of UXO mine action intervention is conducted with <b>ethnic communities</b> that are already facing major constraints: remote areas, languages, cultural beliefs, poor health and education support. It is important to better understand diversity and integrate community reality into UXO work, while also respecting national policies and strategies of the GoL.</li> <li>• <b>Capacity building</b>, skills transfer and human resource needs are critical to underpinning both DM and UXO approaches to LANGOCA activities to strengthen prospects for sustainability, at all levels.</li> </ul>	
<p><b>GENDER</b></p> <ul style="list-style-type: none"> <li>• Strategies for <b>greater engagement of women in DM training</b> need careful consideration, given women's primary responsibility for care of children and agricultural work. Cultural constraints and workload demands seriously limit women's availability to participate in trainings. As primary caregivers, women's lack of understanding of DM techniques restricts effective community response.</li> <li>• Women's role and participation in <b>decision making</b> at the household, community, district and provincial level needs to be better informed by research. Gender and development training needs to be integrated into capacity building strategy.</li> <li>• Continuing to enhance women's status through incorporating gender <b>mainstreaming</b> into all program activities is critical to enhancing gender roles in program activities.</li> <li>• <b>Gender disaggregated</b> data collection and demonstrating gender sensitivity in the planning processes is a must. Programs must engage with men to meaningfully address issues of gender equity.</li> </ul>	<p><b>HIV and AIDS</b></p> <ul style="list-style-type: none"> <li>• Interventions which <b>target HIV transmission</b> among high risk groups have the greatest prevention impact</li> <li>• <b>Awareness raising and education</b> regarding HIV and AIDS and STIs, and access to prevention measures such as condoms and clean injecting equipment, are key means of addressing the transmission of HIV</li> <li>• <b>Poverty</b> and related issues such as food insecurity, increase vulnerability to HIV, particularly among women and children.</li> <li>• Development activities, including those mitigating the impacts of poverty and UXOs, can have both positive and negative impacts on <b>vulnerability</b> to HIV.</li> <li>• <b>Non-local workers</b>, including UXO teams and development teams can contribute to the transmission of HIV.</li> <li>• <b>HIV mainstreaming</b> needs to be strongly linked to gender mainstreaming. Programs are the most effective when they include an analysis of the links between poverty alleviation, gender analysis and HIV and AIDS vulnerability.</li> </ul>

<p><b>LAOS DEVELOPMENT CONTEXT</b></p> <ul style="list-style-type: none"> <li>• Important to have a shared understanding and expectation regarding <b>‘ownership’</b> at the local, district and national level.</li> <li>• Need to support <b>government capacity building</b> particularly in the area of human resources; provides leverage and ensures project momentum is maintained.</li> <li>• <b>Use existing government structures</b> at community, district and provincial level at all stages of planning, implementation and monitoring to enhance transfer of technical information and ensure effective implementation and socio-political sustainability.</li> <li>• Crucial to have the right people <b>negotiating</b> with government to gain support and approvals for project activities.</li> <li>• <b>Decision-making</b> rights between major stakeholders, including in-Australia and in-Laos counterparts need to be developed and supported by all parties.</li> <li>• <b>Low retention</b> of well trained government counterparts.</li> <li>• <b>Time</b> needed to build relations and trust with government and communities. NGOs have comparative advantage from existing relationships.</li> <li>• <b>Overlap of resources</b> presents difficulties in operating and overtakes government human resources.</li> </ul>	<p><b>COMMUNITY ENGAGEMENT</b></p> <ul style="list-style-type: none"> <li>• <b>‘Do no harm’ principles</b> need to be reflected in all project activities, so that tensions are not generated between ethnic groups and government staff.</li> <li>• <b>Village Development Committees</b> can be a valuable forum for participation, planning, prioritising, implementing and monitoring development activities.</li> <li>• It is important to integrate project activities into the socio-economic plan of the district, thus <b>promoting ownership at the district</b> government level.</li> <li>• <b>Community participation</b> in planning water distribution for irrigation, and development of regulations is essential to ensure equity and avoid conflict.</li> <li>• In working with <b>remote and ethnically diverse populations</b>, it is essential that strategies recognising the challenges of that particular context be developed. These must be based on sound research.</li> <li>• <b>Ethnic groups</b> other than Lao make up a substantial percentage of the communities affected by UXOs and awareness campaigns need to be adapted for each language and cultural context.</li> </ul>
---	--

# ANNEX 12. Organizational Structure of National Regulatory Authority



**Donor Com  
Grou**

**\* NRA composed of :**

- **CPC**
- **Min. Agriculture & Forestry**
- **Min. Defence**
- **Min. Education**
- **Min. Foreign Affairs**
- **Min. Health**
- **Min. Information & Culture**
- **Min. Labour & Social Welfare**
- **Min. Security**

### ANNEX13. Options for Disaster Management And UXO Sector Activities

#### DISASTER MANAGEMENT

	ACTIVITY	STAKEHOLDERS/ PARTNERS	RATIONALE	CONSTRAINTS	TIMEFRAME
	<b>1. COORDINATION</b>				
1.1	Support NDMO, PDMC, DDMC and Village DMC to develop plans: Strategic and Action Plans which incorporate disaster risk reduction activities in addition to response activities	NDMO, PDMC, DDMC and village DMC Donors / NGOs Private sector	GoL has the mandate to do DM Donors / NGOs have resources to support	GoL doesn't put resources in Too many players	Short term inputs over long period of time
1.2	Improve information systems <ul style="list-style-type: none"> <li>Collection and dissemination of data</li> <li>Risk assessments (incorporating information on both hazards and vulnerability)</li> <li>Historical patterns and current occurrence of disasters</li> </ul>	Sectoral Departments of GoL Research org. e.g.: NFP NGOs NDMO	Existing information Technical expertise in Sectoral departments Available research info Resources	Information not shared No active focal point / person for info collation Lack of gender, ethnic disaggregated data	Ongoing
1.3	Support fora for sharing partnerships/ dialogue between NGOs and GoL at all levels	NDMO, PDMC, DDMC, and village DMC NGOs and donors	Existing structures Complimentary strengths among stakeholders	Information not shared Structure not active	Ongoing
1.4	Sharing training materials, training, lessons learnt	NDMO et al NGOs / donors	Existing resources Improve effectiveness Already working with ethnic groups	Better use of financial and human resources	Ongoing



	ACTIVITY	STAKEHOLDERS/ PARTNERS	RATIONALE	CONSTRAINTS	TIMEFRAME
	<b>2. CAPACITY BUILDING</b>				
2. 1	Training materials, knowledge & skills, management, planning, M & E: identify and /or develop appropriate materials	NDMO GoL Sectoral Departments/ministries PDMC, DDMC, VDP Donors / NGOs	There are existing structures NDMO has knowledge of DM which it can share with sectoral departments	NDMO may not have understanding of crosscutting issues (gender, ethnicity etc) Lack of women's participation at all levels Lack of resources and skills	Short term
2. 2	Resources for sector coordination (e.g. Financial, technical)	NDMO, PDMC, DDMC Donors/NGOs	Existing government structure in place Technical & financial resources can be supplied by donors	Current structures are not functioning proactively: need to change focus from reactive (government reacts to disaster, not prepared for disaster)	Long term
2. 3	Activate existing structures as related to above 2 activities		Builds local capacity and commitment		
	<b>3. IMPLEMENT POVERTY REDUCTION PROJECTS</b>				
3. 1	Undertake situational analysis on needs, vulnerability, community resources and capacity, coping mechanism, cultural and traditional practices	NDMO, PDMC, DDMC and village committee NGOs/donors UN agencies	Government partners have local knowledge NGOs/donors and UN agencies have resources (technical, funds)	Lack of resources to collate information	Short term over long period of time
3. 2	Review existing research on ethnic groups and government policies that may have implication on disaster management	All relevant GoL stakeholders Communities NGOs/donors Research institutions	There are a lot of existing researches Communities have local knowledge There is expertise among	Lack of access to existing researches Relevant info. unavailable Lack of accurate	Short term

			NGOs	info.	
	<b>ACTIVITY</b>	<b>STAKEHOLDERS/ PARTNERS</b>	<b>RATIONALE</b>	<b>CONSTRAINTS</b>	<b>TIMEFRAME</b>
3. 3	Implement Poverty Reduction Projects * Reduce vulnerability through interventions on food security, income generation, human/animal health improvement, water and sanitation, literacy and numeracy	Communities NDMO, PDMC, DDMC and village committees District authorities NGOs/donors UN agencies Poverty Reduction Funds Other stakeholders	Communities, NDMO, PDMC, DDMC, villagers and district authorities have local knowledge NGOs/donors, UN agencies have capacity and resources NGOs/donors have grassroots experience	Remoteness and distances of target areas Competing priorities Higher needs than capacity to respond Language/literacy barriers Multi-cultures Govt policies (e.g.. on slash and burn, resettlement)	Ongoing and long term
	* Disaster risk reduction through infrastructure projects, natural resource management (e.g. reforestation, soil conservation), early warning systems				
	* Building community resilience through strengthening existing coping strategies, developing and supporting new effective coping mechanism, raising community awareness, supporting local mechanisms to plan and implement disaster risk reduction and response activities				
	<b>4. POLICY DIALOGUE</b>				
4. 1	Support the inclusion of program and community lessons in policy development/ improvement	Communities NGOs, Donors GoL (all levels)	Communities and NGOs have already learned many lessons NGOs have the language skills to represent the views of communities Provincial and district governments have flexibility re policy implementation	Language/ literacy skills of communities Policy change is a slow process Policies that impact on DM are in multiple sectors	Ongoing

	<b>ACTIVITY</b>	<b>STAKEHOLDERS/ PARTNERS</b>	<b>RATIONALE</b>	<b>CONSTRAINTS</b>	<b>TIMEFRAME</b>
4. 2	Support NDMO's engagement in national and regional policy dialogues	NDMO, sectoral ministries Donors, NGOs ASEAN	NDMO have a mandate to be involved in DM policy ASEAN has own experience, forums and funds	NDMO status within the government structure NDMO lacks resources to participate in dialogues Limited sharing of information from such forums after participation	Ongoing
4. 3	Support fora for dialogue among GoL, donors, NGOs and the private sector	GoL (all) Donors, NGOs Private sector	Each stakeholder has their own experience to share	Competing agendas Lack of trust Potentially sensitive issues	

UXO

	ACTIVITY	STAKEHOLDERS/ PARTNERS	RATIONALE	CONSTRAINTS	TIMEFRAME
	<b>1. COORDINATION</b>				
1.1	<p>Strengthen Research</p> <ul style="list-style-type: none"> <li>Investigation of research gaps</li> <li>Conducting research where gaps have been identified</li> <li>Responding to recommendations from research i.e. research action</li> <li>Contribute to policy development</li> <li>Establishment of NRA resource centre</li> </ul>	<p>NRA</p> <p>Research Institutes (international and local – including ACIAR, CIAT, NAFRI)</p> <p>Universities</p> <p>UN Agencies</p> <p>World Bank, ADB (multi-laterals)</p> <p>Other NGOs (e.g. NPA)</p> <p>Clearance Agencies</p> <p>International/regional NGO community</p>	<p>Very significant/ and potentially beneficial contribution to the sector</p> <p>Lots of resources and research already exists</p> <p>Support standardisation and consistency, as well as learning in the sector</p> <p>Long history of stakeholders in the country</p> <p>Opportunity to strengthen regional and international linkages</p> <p>Opportunity to utilize young university students willing to work in the field</p> <p>Approach to capacity building for long term/ broader human resource development in sector</p> <p>Potential to link to Australian Youth Ambassadors for Development (AYAD)</p> <p>Opportunity to support several levels of government</p>	<p>Language and translation of research findings and recommendations. Often reports are not translated, and good translation is difficult to find.</p> <p>Difficulty in contextualising some research for the Laos context (i.e. regional research on mine action as opposed to UXO action as is the case in Laos).</p> <p>Staff turnover may mean some information and resources have been lost.</p>	<p>Ongoing</p> <p>Short-term inputs responsive to identified gaps</p> <p>More intensive in early stages of design phase</p> <p>Allows for research needs identified during implementation to be addressed</p>
1.2	Support to NRA in promoting fora to share technical lessons learned and best practice for technicians, practitioners and government	<p>Clearance agencies</p> <p>NGOs</p> <p>Donors</p> <p>NRA</p>	Improves coordination, collaboration efficiency	<p>Information not shared effectively</p> <p>Limited coordination mechanisms and resources</p>	Ongoing

	ACTIVITY	STAKEHOLDERS/ PARTNERS	RATIONALE	CONSTRAINTS	TIMEFRAME
	Support to NRA in developing monitoring and effectiveness indicators for integrated UXO action	Government agencies (including UXO Lao)			
1.3	Media Campaign <ul style="list-style-type: none"> <li>Advocacy</li> <li>Awareness raising</li> </ul>	Clearance agencies NGOs Donors NRA Govt agencies (including UXO Lao) NCDP	Raises awareness of UXO Laos context	Resources are limited Coordination Language and literacy issues	Ongoing
	<b>2. CAPACITY BUILDING</b>				
2.1	Support to UXO Lao and NRA to provide support for Survivor Assistance: <ol style="list-style-type: none"> <li>Support to policy development <ul style="list-style-type: none"> <li>NRA in strategy development</li> <li>investigate opportunities to develop policy around disabled persons rights</li> </ul> </li> <li>health services <ul style="list-style-type: none"> <li>psycho-social support</li> <li>trauma counselling</li> <li>emergency service provision</li> <li>capacity building/ training</li> </ul> </li> <li>socio-economic <ul style="list-style-type: none"> <li>vocational training /education</li> <li>employment</li> <li>career guidance</li> <li>credit access</li> <li>market research</li> </ul> </li> </ol>	MoLSW MoH NRA UXO Lao NCDP Survivors of UXO accidents Rehabilitation centres COPE, LDPA & LDWDC NGOs (e.g. HI, Austcare) Temples WHO Mass organisations CONCERN worldwide MFI's in Laos UNDP NPA Regional / International networks/organisations	Builds on work already done at national level Opportunities exist to contribute to policy and strategy development Current urban based models, could be adapted for the rural context NGOs have the capacity to operationalise this support at the local level Strong national interest and capacity in MFIs	Resources are fragmented and isolated (urban based rather than rural) Sustainability is a real issue to address Limited government resources Weak health system Concentration on physical needs rather than psycho-social High cost Access to information (Directory of Services) limited Clarification of government responsibilities, roles and leadership needed (MoLSW, NRA, NCDP, MoH)	Short term: Analysis of gaps Investigation of partnership relationships Accessing data on disabilities  Long-term  Ongoing alongside poverty reduction strategies

	ACTIVITY	STAKEHOLDERS/ PARTNERS	RATIONALE	CONSTRAINTS	TIMEFRAME
		Basic Needs (mental health issues)			
2.2	Support for a National Database (NRA) <ul style="list-style-type: none"> <li>Collection and management of data</li> </ul>	NRA UXO Lao UNDP MoH MoLSW NCDP Clearance Agencies Handicap International Other donors and NGOs Mass organizations and other ministries Lao Disabled Person Association Lao Red Cross	Reinforces NRA mandate to manage the system supported by UNDP and HI Consistent with NRA processes NGOs (e.g. CARE and WV) could support with data (accurate and timely) LANGOCA monitoring systems could contribute to database	Lack of information in remote areas and lack of accurate and regular data NRA capacity to operationalise in a timely manner NGO knowledge about NRA's plans for database Accessibility in remote areas for gathering information	Ongoing
2.3	Support to UXO Lao and NRA in terms of technical and managerial capacity	NRA UXO Lao UNDP NCDP MoH MoLSW Donors and NGOs Handicap International Clearance Agencies	Reinforces NRA and UXO Lao mandates Builds on work already underway Contributes to increased effectiveness	NRA capacity to operationalise in a timely manner Resources are limited Coordination	Ongoing
2.4	UXO Lao to provide nationally accredited training to UXO clearance operators	NRA UXO Lao UNDP NCDP MoH MoLSW Donors and NGOs	Reinforces NRA and UXO Lao mandates Contributes to enhanced capacity and skills development, technology, standardization Support for more effective	Resources are limited Coordination Reluctance on part of clearance agencies	Ongoing

	ACTIVITY	STAKEHOLDERS/ PARTNERS	RATIONALE	CONSTRAINTS	TIMEFRAME
		Clearance Agencies	monitoring		
	<b>3. IMPLEMENT UXO/ POVERTY REDUCTION PROJECTS</b>				
3.1	<p>Implement poverty reduction activities involving UXO/ mine action elements</p> <ul style="list-style-type: none"> <li>▪ adopting best practice</li> <li>▪ trial new practices</li> <li>▪ applying research</li> <li>▪ supporting national structures such as the NRA and meeting information requirements</li> <li>▪ needs based rural development</li> <li>▪ participation</li> <li>▪ geographic focus and community based</li> <li>▪ may include: agricultural extension, small-medium enterprise development, small scale infrastructure, WATSAN, market access, literacy, clearance etc</li> </ul>	<p>NRA Donor community Provincial, district govt Local communities Ministry of Health Ministry of Public Security Ministry of Agriculture Committee for Planning and Investment Ministry of Labour and Social Welfare Research institutes and technical bodies UXO clearance agencies</p>	<p>NGOs already focus on these sort of activities as their core business Delivers resources/ benefits directly to poor communities Consultative approach will improve ownership Operating at several levels of government and grassroots will improve sustainability Builds best practice through previous activities and experience Enhanced coordination practices Opportunity to integrate crosscutting issues: environment, HIV and AIDS, ethnicity, gender, capacity building</p>	<p>Sphere of influence is mainly geographically focussed Many stakeholders potentially make coordination and activity approval difficult Local level human resources are limited Challenges significant in areas where no previous activities have been supported</p>	<p>Long term interventions are required to achieve sustainability</p>
3.2	<p>UXO/ Mine Risk Education (MRE)</p> <ul style="list-style-type: none"> <li>▪ focus on behavior change (BC)</li> <li>▪ scrap metal collection</li> <li>▪ capacity building</li> <li>▪ contextualized (ethnic group, gender etc.)</li> </ul>	<p>NRA UNICEF UXO Lao Ministry of Information and Culture UXO clearance</p>	<p>NGOs have lots of experience in BC methodologies UNICEF commitment Government support Additional funding is not</p>	<p>Diversity of communities</p> <ul style="list-style-type: none"> <li>▪ language</li> <li>▪ culture/ ethnicity</li> <li>▪ lack of written language</li> </ul> <p>MRE in isolation limited, without livelihoods approach</p>	<p>Short term: to develop concepts and frameworks Long term: to operationalise</p>

	ACTIVITY	STAKEHOLDERS/ PARTNERS	RATIONALE	CONSTRAINTS	TIMEFRAME
	<ul style="list-style-type: none"> <li>▪ piloting models/approaches</li> <li>▪ operationalise research</li> <li>▪ production of culturally appropriate materials</li> </ul>	agencies MoE NGO Consortium HIV/AIDS stakeholders – in regard to BCC methodologies Mass Organisations LWU, LYU Regional links for MRE	difficult to source find	limited effectiveness Access to information for remote communities e.g. Radio coverage limited Limited technical expertise Legal framework for publication of materials in ethnic languages	
	<b>4. POLICY DIALOGUE</b>				
4.1	Support fora for dialogue among GoL, donors, NGOs and the private sector, including in regional dialogues	GoL (all) Donors, NGOs Private sector NCDP	Each stakeholder has its own experience to share	Competing agendas Lack of trust Potentially sensitive issues Lack of resources	Ongoing
4.2	Support inclusion of technical lessons learned, community based approaches and best practice for technicians, practitioners and government	Clearance agencies NGOs Donors NRA Government agencies UXO Lao NCDP	Improves coordination, collaboration efficiency	Information not shared effectively Limited coordination mechanisms and resources	Ongoing



## **ANNEX 14. LANGOCA Program Issues**

### **Introduction**

The second objective of the LANGOCA Analytical Mission (AM) was to:

- identify a framework within which AusAID and Australian NGOs will work together to achieve the objectives of the LADCS consistent with LANGOCA guidelines.

Discussions were held to identify the key components which need to be substantively developed in order to finalize a LANGOCA Program structure and processes. A summary of these elements is presented below.

### **LANGOCA Program**

#### **PROCESS**

- Consultative process will be adopted as part of the development and management of the LANGOCA Program. The process will include AusAID and LANGOCA NGOs, in consultation with GoL.
- Effective communications process need to be developed, to incorporate the LANGOCA Program development (based at desk) and Program implementation (based at post). Strategies need to be considered for NGOs in Australia to meet and discuss management and coordination.
- Verification of Options for Activities with GoL and stakeholders is necessary, before finalizing activities. Recommended that a Stakeholder Debrief be held in Laos in June 2006.
- Secretariat support to LANGOCA will be necessary, given the workload implications for AusAID post and desk. e.g. Verification Workshop and ongoing LANGOCA PROGRAM support.
- NGO Collaboration: how will NGOs consult across the LANGOCA Program?
- Stakeholder participation: consider effective mechanisms for stakeholder participation. e.g. annual review of lessons learned.

#### **GOVERNANCE /DECISION MAKING**

- Overall Goal of LANGOCA Program framed by LANGOCA Guidelines.
- Program MoUs: Various options for MoUs were discussed. Options included: An umbrella MoU for LANGOCA with national GoL; individual MoUs for each project intervention; individual NGOs have a LANGOCA MoU; and the possibility for tripartite MoU.
- Post and NGO representatives to negotiate the governance issues with GoL as part of LANGOCA Program consultations.
- Consideration needs to be given to strategies to manage the usual delays for MoU approval?
- A Steering Committee was suggested as a possible model for joint decision making and governance: NGOs, GoA, and GoL.
- Governance and decision making mechanisms should include clarification of: dispute management/ resolution; contracting options; budget allocation; programming unallocated resources; and approval process.

## **MANAGEMENT**

- Flexible /innovative / response driven management process.
- Including contracting, review, budget, programming unallocated resources, approval processes, decision making.
- Clarify partnership mechanisms.
- Key Participants from AusAID: Post/ desk, Contracts, Community Programs section.

## **ACTIVITIES/ INTERVENTIONS**

- Activities need to encompass a “poverty reduction”, sustainability and best practice focus: whether they include project level; policy coordination; research and information coordination; capacity building.
- How will budget be allocated across activities?
- How will activities be matched with NGOs? One option: TORs for proposals for LANGOCA activities to be developed by AusAID desk/ post.

## **DESIGN**

- How will activity design be implemented; specifically projects?
- How are crosscutting issues to be addressed in the design process?
- When does activity implementation start/ end?
- What would be the role of the Peer Review and who would participate? One option is to base this in Laos, with peer stakeholders and LANGOCA Steering Committee.

## **PERFORMANCE FRAMEWORK**

- Program performance and program quality frameworks need to be key parts of the LANGOCA Program.
- Monitoring frameworks and indicators need to be developed at both, LANGOCA outcome/ program level, as well as individual “activity” levels.

## **NEXT STEPS AND TIMEFRAME**

The next steps will include:

- Additional consultations with LANGOCA Team.
- Completion of the Draft Final Report by 5 June 2006 and circulation to all stakeholders including GoL, for feedback by 30 June 2006.
- Follow up Stakeholder Debrief Workshop in Vientiane during June 2006.
- Follow up consultations by AusAID and GoL to finalize the Draft Analytical Mission Report.
- NGO Partner meetings: Australia and Laos: June, July, and August 2006.
- Draft LANGOCA PROGRAM document developed by 31 August 2006.
- Follow up consultations by AusAID and GoL to finalize the LANGOCA Program document by 30 September 2006.
- Identification of specific activities for the LANGOCA Program by 31 Oct 2006.
- Final LANGOCA PROGRAM document by 31 Oct 2006.