

ラオス人民民主共和国
国家社会経済開発計画に基づく
公共投資計画策定支援プロジェクト(PCAP3)
中間レビュー調査報告書

平成26年4月
(2014年)

独立行政法人国際協力機構
ラオス事務所

ラオ事
JR
14-001

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プロジェクト位置図



写 真



計画投資省評価局（MPI-DOE）による
自己評価ワークショップ 1



MPI-DOE による自己評価ワークショップ 2



チャンパサックでのインタビュー 1



チャンパサックでのインタビュー 2



計画投資省国際協力局（MPI-DIC）による
ODA 案件管理データベース（AMP）の
デモンストレーション



ウドムサイでのインタビュー



郡計画事務所（DPO）



計画投資省（MPI）副大臣への報告

略 語 表

略 語	欧 文	和 文
ADB	Asian Development Bank	アジア開発銀行
AMP	Aid Management Platform	ODA 案件管理データベース
C/P	Counterpart	カウンターパート
DPI	(Provincial) Department for Planning and Investment	県計画投資局
DPO	District Planning Office	郡計画事務所
FAO	Food and Agriculture Organization	国連食糧農業機関
GoL	Government of the Lao PDR	ラオス人民共和国政府
JCC	Joint Coordinating Committee	合同調整委員会
JICA	Japan International Cooperation Agency	独立行政法人国際協力機構
MAF	Ministry of Agriculture and Forestry	農林省
M&E	Monitoring and Evaluation	モニタリング・評価
MDGs	Millennium Development Goals	ミレニアム開発目標
MM	Man Month	人月
M/M	Minutes of Meeting	ミニッツ（協議議事録）
MoF	Ministry of Finance	財務省
MPI	Ministry of Planning and Investment	計画投資省
MPI-DIC	Department of International Cooperation, MPI	計画投資省国際協力局
MPI-DOE	Department of Evaluation, MPI	計画投資省評価局
MPI-DOP	Department of Planning, MPI	計画投資省計画局
MPWT	Ministry of Public Work and Transport	公共事業交通省
MTEF	Medium-Term Expenditure Framework	中期支出枠組み
NCB	National Contribution Budget	国民負担による予算
NSEDP	National Socio-Economic Development Plan	国家社会経済開発計画
ODA	Official Development Assistance	政府開発援助
PCAP1	Project for Capacity Building in Public Investment Program Management	ラオス国「公共投資プログラムの運営 監理能力向上プロジェクト」
PCAP2	Project for Enhancing Capacity in Public Investment Program Management	ラオス国「公共投資プログラム運営監 理強化プロジェクト」
PCAP3	Project for Establishing Public Investment Plan under NSEDP	ラオス国「国家社会経済開発計画に基 づく公共投資計画策定支援プロジェクト」

PCM	Project Cycle Management	プロジェクト・サイクル・マネジメント
PDM	Project Design Matrix	プロジェクト・デザイン・マトリックス
PO	Plan of Operations	活動計画
R/D	Record of Discussions	討議議事録
SEDP	Socio-Economic Development Plan	社会経済開発計画
SPIS	Simplified Project Information Sheet	簡易 ODA 事業情報シート
ToT	Training of Trainers	講師養成研修
UNDP	United Nations Development Programme	国連開発計画

中間レビュー結果要約表（和文）

1. 案件の概要	
国 名：ラオス人民民主共和国	
案件名：国家社会経済開発計画に基づく公共投資計画策定支援プロジェクト（PCAP3）	
分 野：ガバナンス	援助形態：技術協力プロジェクト
所轄部署：JICA ラオス事務所	協力金額：約 3 億円（事前評価額）
協力機関：2012 年 3 月～2015 年 9 月（3 年 7 カ月）	先方関係機関：計画投資省（MPI）
<p>1-1 協力の背景と概要</p> <p>ラオス人民民主共和国（以下、「ラオス」と記す）では、計画投資省（Ministry of Planning and Investment：MPI）が公共投資事業の運営監理全般に責任と権限を有する機関として位置づけられている。同省は国会で承認される公共投資事業の予算に対して審査を行い、各分野における事業の妥当性について検証するとともに、定期的なモニタリング・評価（Monitoring and Evaluation：M&E）の実施とその結果の国会報告も求められている。しかしながら、同省及びその出先機関にあたる県計画投資局（Department for Planning and Investment：DPI）や郡の計画事務所（District Planning Office：DPO）の事業管理能力が不足しているため、ラオスの国内予算で実施される公共投資事業の全体が効果的に行われず、5 年国社会経済開発計画（National Socio-Economic Development Plan：NSEDP）の目標達成に対する貢献度も不明確であり、計画と実施の間に大きな乖離が生じるなどの問題が発生している。</p> <p>これまで JICA は MPI を主なカウンターパート（Counterpart：C/P）として種々の技術協力を実施してきたが、公共投資事業の選定の透明性と説明責任を高めるためには、MPI 及び関連省庁、県や郡での能力開発の更なる浸透が必要である。さらに公共投資事業運営監理の改善を進めるため、財務管理や NSEDP の上位目標に合致する中期的な計画枠組みのなかで公共投資事業運営監理を行うための能力の強化が今後の課題となっている。</p> <p>このような実績や課題及びラオス国の状況も踏まえ、本事業では、ラオス MPI とその出先機関にあたる DPI や DPO において、①中期公共投資計画の策定支援、②公共投資事業の効果発現のための仕組みづくり、③ODA 案件情報の運営管理方法改善、④郡レベルにおける公共投資事業の運営監理能力強化の仕組みづくりを行うことにより、中期的な枠組みのなかで公共投資事業の運営監理能力強化を図る。それによって、中央省庁及び各県・郡のセクター部局による、NSEDP の目標に合致する中期的な枠組みを踏まえた適切な公共投資事業運営監理に寄与する。「国家社会経済開発計画に基づく公共投資計画策定支援プロジェクト（PCAP3）」ではこれまでに、パイロット・モニター組織と協働して各成果に係る手法や手順の開発、及び全国普及に向けた研修準備を行ってきた。今後はさらにモニター組織において手法や手順の検証、それらのマニュアル・ハンドブックへの反映、2014 年 9 月から全国への普及活動が行われる予定である。</p>	
1-2 協力内容	
上位目標	中央省庁及び各県・郡のセクター部局により、国家社会経済開発計画の目標に合致する中期的な枠組みを踏まえた適切な公共投資事業の運営監理が実施される。
プロジェクト目標	計画投資省とその出先機関にあたる県計画投資局や郡の計画事務所において、中期的な枠組みの中で公共投資事業の運営監理能力が強化される。

成 果	<p>成果 1 : 中期公共投資計画と財務管理ガイドラインの枠組みが策定される。</p> <p>成果 2 : 公共投資事業を適切に運用・維持管理するための仕組みが構築される。</p> <p>成果 3 : ODA 案件情報の運営管理方法が改善される。</p> <p>成果 4 : 郡レベル公共投資事業の運営監理方法と能力強化の仕組みが構築される。</p>
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1-3 投 入

<日本側> (2014年1月時点)

専門家 : 41.97MM

機 材 : 26,592,000kip
823USD

一般業務費 : 約 3,862 万円

<ラオス側>

C/P 配置 : Project Director、Project Manager、Deputy Project Manager 2 名、職員

施 設 : 事務所、会議室、研修室

その他投入 : 職員給与、事務所管理費 (電気代、水道代など) 等

2. 調査団の概要

氏 名	担当業務	所 属
武井 耕一	団 長	JICA ラオス事務所 所長
武田 長久	政府事業計画	JICA 国際協力専門員
長岩 優	協力企画	JICA ラオス事務所 企画調査員
藤田 真紀子	評価分析	アスカ・ワールド・コンサルタント株式会社 シニアコンサルタント

調査期間	2014年1月15日～2月4日	評価の種類	中間レビュー
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3. 評価結果の概要

3-1 実績の確認

<成果の達成度>

【成果 1】
中期公共投資計画と財務管理ガイドラインの枠組みが策定される。

中期公共投資計画と財務管理ガイドラインの枠組みが2014年6月に策定されることを目標とし、中期公共投資計画と財務管理ガイドライン案をパイロット及びモニター組織と協働して開発し、既に MPI に共有されている。MPI 各局においても、上記公共投資計画と財務管理ガイドラインの必要性を十分に認識していることが確認された。よって、事業終了時まで成果 1 が達成される見込みは高い。

【成果 2】
公共投資事業を適切に運用・維持管理するための仕組みが構築される。

MPI 及び財務省 (Ministry of Finance : MoF) 両者が公共投資事業の維持管理費に関して協議する機会はいまだに設けられておらず、今後両者の協議を実現し、完了した公共事業の評価

や維持管理費のあり方に関しての合意を早急に進める必要がある。しかしながら、昨今の公共投資の拡大及び経常支出の膨張に起因する財務危機により、MPI、MoFともに公共投資事業の維持管理費を捻出することは難しいのが現状である。一方で、公共投資事業の終了時評価及び事後評価のモデルやそれに伴うマニュアル及びハンドブックは、パイロット及びモニター組織と協働して順調に開発されており、2014年6月にも策定される見通しが高い。マニュアル及びハンドブックには、終了時評価及び事後評価に付随する維持管理計画案の作成方法も含まれており、これまでにプロジェクトが実施した県・郡レベル職員に対する研修を通じて、その有用性が確認されている。

これらのことから、現場レベルにおける公共投資事業の適切な運用・維持管理するための仕組みは構築できる可能性は高いと考えられる。他方、その仕組みを制度化し、実際に運用できるかどうかは現状からは判断し難い。よって、成果2は事業終了時までにはおおむね達成される見込みであるといえよう。

【成果3】

ODA 案件情報の運営管理方法が改善される。

国連開発計画（United Nations Development Programme : UNDP）の支援の下で計画投資省国際協力局（Department of International Cooperation, MPI : MPI-DIC）が開発している ODA 案件管理データベース（Aid Management Platform : AMP）は2013年11月にウェブ上での閲覧が可能となった。これにより、ドナーと政府の双方が C/P 情報を含めた ODA 案件の詳細を確認することができる。本プロジェクトではこの AMP で閲覧できる情報を活用し、C/P ファンド申請用の公式フォーマットである簡易 ODA 事業情報シート（Simplified Project Information Sheet : SPIS）の記入情報の精度向上と提出率を高めることを目的としており、現在 ODA 案件情報管理のガイドラインを中期公共投資事業のマニュアル及びハンドブックに盛り込む作業を続けているところである。マニュアル及びハンドブックは2014年6月にも策定される予定であり、その後の省庁、県、郡への普及活動も問題なく実施されると考えられる。よって、事業終了時までには成果3が達成される見込みは高い。

【成果4】

郡レベル公共投資事業の運営監理方法と能力強化の仕組みが構築される。

郡レベル公共投資事業の運営監理方法は中期公共投資計画のマニュアル・ハンドブックに盛り込まれており、DPI 職員に対する研修や DPC 及び郡セクター一部局を対象とした研修も試験的に実施済みである。したがって、郡レベル公共投資事業の運営監理方法と能力強化の仕組みが構築される可能性は高い。一方で、郡レベルが遵守すべき公共投資事業の策定及び運営監理の役割が、郡レベルに対して明確に通達されているとはいえない。MPI は、党中央委員会が2011年3月に発表した地方行政組織である県・郡・村のそれぞれの役割に応じて行政能力強化を図る「3つの建設」方針、また、公共投資法施行首相令（案）によって、これらを明確にしようとしているものの、公共投資法施行首相令（案）は2009年の公共投資法が制定されて以来、まだ発布されていない。そのため、郡レベルは公共投資事業の運営監理の役割を明確に把握していない。しかしながら、昨今、MPI には先行公共投資事業の支払いに絡むさまざまな方面からの圧力がかけられており、これらの問題を解決して公共投資法施行首相令（案）が発布に至るまでには長時間を要すると考えられる。

以上のことから、成果4は事業終了時までにはおおむね達成される見込みである。

3-2 評価結果の要約

3-2-1 5項目評価

(1) 妥当性

ラオスでは第7次 NSEDP (2011~2016) においては公共投資事業が重要な位置づけとなっている。また、第8次 NSEDP (2016~2020) においては公共投資事業の質やそれに伴う人材育成が重要視されることが確認されており、本プロジェクトが支援する計画投資事業の枠組みづくりと能力強化という目標と合致している。また、近年ラオスは公共投資の拡大及び経常支出の膨張に起因する財務危機に直面しているが、本プロジェクトが支援する中期公共投資計画及び中期公共投資財務ガイドラインは、特に公共投資事業に係る支出を抑制したいと考えるラオス政府のニーズに合致したものだといえる。

日本の援助政策では、外務省の対ラオス国別援助計画において「経済・社会インフラ整備」、「農業の発展と森林の保全」、「教育環境の整備と人材育成」及び「保健医療サービスの改善」が4つの重点分野とされている。本プロジェクトによるラオスのガバナンスの強化は、これら4つの重点分野に横断的に貢献する重要な位置づけであり、日本の対ラオス援助政策とも合致しているといえる。

第3フェーズ目となる本プロジェクトは、第1フェーズから継続して MPI を支援してきており、先行プロジェクトで開発されたモデルやマニュアルをラオス政府のニーズに合わせて改善を続けている。また、パイロット組織やモニター組織はこれまで先行プロジェクトにおいて協働してモデルを開発してきた組織であり、これまでの経験に基づいて効率よく支援を継続していける体制が整っている。

以上のことから、本プロジェクトの妥当性は高いといえる。

(2) 有効性

【プロジェクト目標】

計画投資省とその出先機関になる県計画投資局や郡の計画事務所において、中期的な枠組みの中で公共投資事業の運営監理能力が強化される。

成果1に係る中期公共投資計画2016~2020の策定ガイドラインは、MPIや次期NSEDPの策定を支援するUNDPと連携しながら現在作成しているところであり、2014年前半にもMPIより中央省庁、県、郡に対して公式に通達される見込みである。成果2に係る完了事業の終了時評価及び事後評価実施のためのツールは開発されているものの、これをラオス国内すべての公共投資事業で実施することは不可能であるため、実施する公共投資事業の選定を行うことが求められる。成果3に係るODA案件C/Pファンド申請書の案件情報の精度向上については、今後C/Pファンド申請書のサンプルをAMPの情報と照合することによってその精度を確認することが必要である。また、成果4に係る郡レベルで運営監理されている公共投資事業の増加については、公共投資法施行首相令(案)が発布可能かどうかという外部条件に大きく左右されるため、現時点で判断することはできない。

成果の達成状況から判断すると、成果達成のための改善が必要な部分があったり、外部条件に大きく左右される部分が認められたりするものの、事業終了時までにはプロジェクト目標はおおむね達成されると考えられる。

(3) 効率性

投入は第三国研修の不実施を除き、討議議事録(Record of Discussions : R/D) やプロ

プロジェクト・デザイン・マトリックス（Project Design Matrix : PDM）で示されたとおりになされている。現地業務費の支出については成果4の支出が他の成果よりもやや多いが、県及び郡レベルにおける能力強化の重要性にかんがみ、妥当であると考えられる。今後はプロジェクト後半に向け、膨大な部数のマニュアル・ハンドブックの製本及び印刷に係る支出が想定されるが、これらマニュアルの必要性、ユーザーである県及び郡レベル職員の全体数や利用者数を考えると、妥当であると考えられる。一方で、マニュアルがより多くのユーザーにいきわたるよう、CD や USB などの電子媒体による配布も検討されるべきである。

（4）インパクト

中間レビュー実施時点では上位目標の達成見込みは判断できない。一方で、以下のポジティブな波及効果が見受けられた。

- ・ 他ドナーとの連携：アジア開発銀行（Asian Development Bank : ADB）は中期支出枠組み（Medium-Term Expenditure Framework : MTEF）を通じて、また、UNDP は NSEDP を通じて、中期公共投資計画及び財務ガイドラインの策定を支援している。
- ・ MPI 大臣によって、本プロジェクトのツールを活用して公共投資事業の優先順位付けを行う委員会が設置された。
- ・ DPI によって、今後も局内予算を利用して DPO やセクター局の能力強化を継続する意志が確認された。
- ・ DPI によって、セクター局や財務局などと協力して公共投資事業終了後の終了時評価や事後評価を実施していく意志が確認された。

（5）持続性

第7次 NSEDP の中間レビューにおいて歳入の中期見通しの試算を行う必要性が示されており、中期公共投資計画の策定は現在のラオス政府の方向性と合致している。そのため、MPI の後押しにより中期公共投資計画が策定される可能性は高い。また、同中間レビューでは公共投資事業の事前評価や事後評価の重要性も示されており、それらの実施が策定される可能性も高く、本プロジェクトのモデルがラオス政府の政策として策定されることにより今後長期にわたって利用されていくことが期待される。

中間レビュー時点では、本プロジェクト終了後にどのように運営費用を捻出していくかについての MPI との協議はなされていない。しかしながら、県レベルで実施された研修の運営費用は県レベルで捻出され、今後は公共投資事業の一部として研修事業の計上が可能であることが確認されたように、人材育成に対するラオス側のコミットメントは高い。他方、MPI-DIC が開発する AMP に係る高額な年間維持費についてはまだ結論が出ておらず、今後も MPI 内で協議を続けていく必要がある。

本プロジェクトの活動を通じて 県、郡レベルにおける公共投資事業の運営監理に係る能力は大きく強化されている。DPI から郡セクター局及び DPO に対する研修実施の仕組みづくりも続けられており、本プロジェクト終了後も能力強化事業が継続されていく可能性は高い。一方で、マニュアル・ハンドブックは状況に応じて改訂されていくことが望ましく、改訂に係る費用の捻出方法については今後 MPI と協議をしていく必要がある。

これらのことから、持続性が確保される見込みはおおむね高いと思われる。

3-3 結論

中間評価ではプロジェクト目標及び各成果の達成に必要な活動のうち計画投資省評価局 (Department of Evaluation, MPI : MPI-DOE) 内の取り組みについては、おおむね順調に進んでいることが確認された。他方、成果1 (中期公共投資計画と財務管理ガイドラインの枠組み) 及び成果2 (公共投資事業を適切に運用・維持管理するための仕組み) については、予算編成を所管する計画投資省計画局 (Department of Planning, MPI : MPI-DOP)、MoF 財政政策局及び予算局との協議の進展は乏しい。

ラオスでは、NSEDП を統括する MPI と歳入・歳出を統括する MoF が公共投資計画の策定及び実施にそれぞれの視点から関与している。公共投資計画自体は MPI 及び管下の DPI、DPO が承認するものの、この承認が必ずしも MoF からの予算配分と連動していないため、承認された公共投資計画に予算が十分に配分されない、あるいは完成後の運用・維持管理に必要な費用が確保できないケースがあり、公共投資による開発効果の発現が阻害されている。

このため、本プロジェクトで支援する中期公共投資計画や運用・維持管理の仕組みを実効的にするには、それらの財源確保の要素を十分に踏まえる必要があり、かかる観点から公共投資予算の編成を所管する MPI-DOP、歳入見通しや経常予算の編成を所管する MoF 財政政策局及び予算局との情報共有と協働が不可欠である。

上記の点を踏まえ、本プロジェクトの後半においては公共投資事業の運営監理及び国家財政運営の健全化の根幹となる成果1及び成果2に関して、上記関係部局との協議に十分な時間と労力を充当し、上述した課題に対する認識や対応策に関する相互理解の促進に向けた一層の努力が期待される。

3-4 提言

3-4-1 成果1と成果2に関する MPI と MoF の関連部局間の調整の強化

プロジェクトを現行の政府の財政政策に一致させていくためには、成果1と成果2の達成において、MPI-DOP、MoF の財政政策局、予算局との十分な調整が必須である。成果1の中期公共投資計画枠組みと財務管理ガイドラインの形成においては、財政赤字の GDP 比 5%以内への管理や信頼できる歳入予測に基づいた歳出増の管理、MoF が作成する中期財政枠組みなど、現行の財政規律を確保する政策と一致する形で進める必要がある。また、2016~2020年の中期公共投資計画の策定ガイドラインの時宜を得た発出のためには第8次 NSEDП の策定スケジュールに合わせることも必要である。

成果2の公共投資事業の終了後の維持監理の効果的な方策の確立については、維持監理費用の予算の条件や終了時及び事後評価の手法と手続きに関して MoF と合意を得るために更なる議論を行う必要がある。

3-4-2 中期公共投資計画の枠組みやマニュアル・ハンドブックの作成における MPI 職員の更なる積極的参加の促進

本プロジェクト終了後に公共投資事業監理のツールの各省や県に対する普及や技術的支援を担っていくのは MPI であるため、中期公共投資計画の枠組みの開発やマニュアル・ハンドブックの最終化に関して MPI 職員の積極的な参加を更に促進していくことが重要である。これに関連して、公共投資事業の3カ年ローリング計画は中央と県のレベルでパイロットとしてプロジェクト終了までに導入することが必要である。プロジェクト終了後に第8次 NSEDП の下で、MPI が3カ年ローリング計画を含む中期公共投資計画の運営監理の実施を指導し支援していく必要がある。また、MPI や県 DPI 職員に対して講師養成研修 (Training of Trainers :

ToT) や研修を計画サイクルの時間的枠組みにしたがって集中的に実施することも検討する必要がある。

3-4-3 公共投資法の実施令の公布と追加のガイドライン、指示の検討

公共投資事業の効果的な監理のためには、詳しい手続きや規則が実施令に規定され、広く普及するために公布される必要がある。MPI は実施令の最終化を加速し、早急に公布することを検討する必要がある。また、プロジェクトを通じて開発された中期公共投資財政管理ガイドラインや終了時及び事後評価、他の公共投資監理手法や手続きについて、追加のガイドラインや指示という形で公式に発布し、その実施を担保する必要がある。

3-4-4 公共投資事業における中央、県、郡の機関の役割と責任の明確化

Three Build Policy に基づき、公共投資事業運営監理における中央政府、県、郡の役割と責任を明確にする必要がある。

3-4-5 PCAP3 のマニュアル・ハンドブックの普及方法の検討

プロジェクトで開発されたマニュアルやハンドブックは広く各省や県や郡の地方行政に普及させる必要がある。効率性と効果の面からハードコピーとしての本が良いのか、ソフトコピーとしてのファイルか、ウェブベースか、その組み合わせにするのか、慎重に検討する必要がある。

3-4-6 評価委員会の構成

終了した公共投資事業の評価調査において、技術的及び財務的な持続性を確保するために、セクター省庁と MPI、MoF を含めた適切な評価委員会の構成を検討することが必要である。

3-4-7 開発パートナーのプロジェクトとの緊密な調整

プロジェクトの実施にあたっては、第 8 次 NSEDP の策定プロセスや中期財政枠組みの策定、公共投資事業にかかわる政府の他の改革イニシアティブに対して支援を行っている UNDP や ADB、世界銀行などの開発パートナーのプロジェクトとの緊密な調整と情報の共有を図っていくことが重要である。

3-4-8 PDM の改善

現行の財政政策と一致し、プロジェクト目標の達成が適切に計測できるように、PDM の指標の改善を提言する。プロジェクト目標と成果 1 の指標の改定案は付属資料 3（英文は付属資料 7. M/M の Annex 3）の修正 PDM に示されている。

Summary of Mid-Term Review

1. Outline of the Project	
Country: Lao PDR	
Project Title : Establishing Public Investment Plan under NSEDP (PCAP3)	
Issue/Sector : Governance	Cooperation scheme : Technical Cooperation
Division in charge : JICA Laos Office Dept. Division	Total cost : approx. 3000,000 (thousand) yen
Period of Cooperation : March 2012~September 2015 (3years and 7months)	Partner Country's Implementing Organization : Ministry of Planning and Investment (MPI)
<p>1-1 Background of the Project</p> <p>In Lao People's Democratic Republic (Lao PDR), the Ministry of Planning and Investment (MPI) is responsible for, and authorized to manage and supervise all the public investment projects. MPI verifies the appropriateness of projects in each field, and reviews the development budget to be approved by the National Assembly. MPI is also assigned to regularly monitor and evaluate projects, and report to the National Assembly. However, MPI and its subordinate bodies, including the Department of Planning and Investment (DPI) at the provincial level and the district-level District Planning Office (DPO) at the district level, have been facing capacity challenges in project management which hamper the effective implementation of public investment projects using the domestic development budget. Furthermore, the degree to which these projects contribute to the achievement of the targets set out in the government's five-year National Socio-Economic Development Plan (NSEDP) is unclear, resulting in major discrepancies in planning and implementation.</p> <p>The former projects, PCAP1 and PCAP2, increasingly improved the capacity of MPI and DPI to manage public investment projects, by developing, revising, and disseminating methods and tools for assessing, monitoring, and evaluating projects, as well as various forms for assessing projects. They also did so through training programs. The Public Investment Law was enacted in December 2009, prescribing the obligation to assess public investment projects, and positioning the methods and tools developed through PCAP1 and PCAP2 as national systems under the law.</p> <p>In assessing public investment projects, efforts must be made to ensure transparency and accountability in project selection. In order to do so, training regarding the methods and forms involved must be carried out with a wider range of central government organizations and provinces. In order to promote further improvements in public investment projects, it is necessary to manage public investment projects within the medium-term financial management planning framework and the NSEDP. As such, the further strengthening of the capacity of relevant organizations presents a challenge for the future.</p> <p>To address the abovementioned issues and utilize outputs from PCAP1 and PCAP2, a new technical cooperation scheme has been agreed upon, to be implemented within the period from March 2012 to September 2015, entitled "Project for Establishing Public Investment Plan under NSEDP" (hereafter referred to as PCAP3).</p>	

In order to realize the primary objective of achieving sound project management that aligns with NSEDP targets, PCAP3 will develop methods and tools for public investment project management from a mid-term perspective, and further enhance the capacity of MPI, DPI and DPIO nationwide. More specifically, PCAP3 involves the following four approaches for achieving its primary objective: i) establish a mid-term public investment framework, ii) develop a process that ensures that project effects will be sustainable after the project completion, iii) improve the ODA project information management method, and iv) strengthen district-level public investment project management.

1-2 Project Overview

Overall Goal	Sector ministries, government organizations and provincial/district sector departments manage public investment projects based on the mid-term public investment framework under the NSEDP
Project Purpose	The Ministry of Planning and Investment and its subordinate organizations manage public investment projects through a Mid-Term Public Investment Plan and a comprehensive framework
Outputs	Output 1: A Mid-term Public Investment Plan and a financial management is established
	Output 2: Measures for effective operation of public investment projects after its completion are established
	Output 3: ODA project information management is improved
	Output 4: A mechanism of management and capacity development for district-level public investment projects is established

1-3 Inputs

<Japanese Side>

Japanese experts : 41.97M/M

Equipment : 26,592,000kip
823USD

Project Operation Cost : 38620 (thousand)Yen

<Lao PDR Side>

Allocation of Counterpart Personnel : Project Director, Project Manager, Deputy Project Manager (2),
Technical Staff

Facility: Project office, meeting room, training room

Others: Staff salaries, basic office supplies and utilities

2. Evaluation Team

Name	Designation	Title and Affiliation
Koichi TAKEI (Mr.)	Leader	Japan International Cooperation Agency (JICA)
Nobuhisa TAKEDA (Mr.)	Government Project Planning	JICA Senior Advisor
Yu NAGAIWA (Ms.)	Cooperation Planning	JICA Laos Office
Makiko FUJITA (Ms.)	Evaluation Analysis	Asuka World Consultants Co., Ltd. Senior Consultant

Period of Evaluation	Jan 15, 2014 – Feb 4, 2014	Type of Evaluation	Mid-term Review
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3. Results of Evaluation

3-1 Project Performance

【Output 1】

A Mid-term Public Investment Plan and a financial management is established

Although the Output 1 indicators have not been achieved at the time of the Mid-term Review, both the draft Mid-term Public Investment Plan 2011-2015 and the Mid-term Public Investment Financial Management Guideline 2016-2020 have been already shared with MPI, pilot and monitoring organizations, and the progressive dialogue have been working the past few months on their effective utilization in the Lao policy framework. According to the interview, the decision-making level of the Department of Planning acknowledges the importance of the Mid-term Public Investment Plan that reflects adequate level of the implementation capacity, such as the number of public investment projects and available budget. Therefore, Output 1 has not been achieved but the likelihood of achieving Output 1 by the end of the Project is **high**.

【Output 2】

Measures for effective operation of public investment projects after its completion are established

Despite the needs of the maintenance and operation costs, the discussion on the generation of those costs have not been discussed by MPI and MoF, and it is unlikely to be discussed by in the near future; MoF in particular is facing a serious financial crisis due to the deficit of recurrent expenditure caused by the increased salary of civil servants last year, and the disbursement of maintenance and operation costs from the current budget certainly not a priority at the current situation; MPI is also suffering from too much demand of the public investment projects and debts of pre-investment at the provincial level, and re-prioritization of the public investment projects is the urgent need, guided by the deputy prime minister of MPI. In the meanwhile, methods and procedures for terminal and post evaluation studies have been developed and the Manuals and Handbooks have been drafted aiming at the official approval from the Lao government in June 2014. Once the Manuals and Handbooks have been approved and training have been held, the stakeholders will be easily able to understand methods and procedures of the terminal and post evaluation studies of the Public Investment Programs. Overall, it is considered possible to establish a system for effective operation of public investment projects after its completion, however, it is difficult to judge if such a system would be operationalized. Therefore it is considered that the likelihood of achieving Output 2 by the end of the Project is **medium**.

【Output 3】

ODA project information management is improved

UNDP was providing assistance to MPI-DIC to develop a database that manages ODA project information which is called the Aid Management Platform (AMP). AMP has been operationalized in November 2013, therefore, all the development partners and the Lao Government are in principle able to access ODA project information. The Project has been already developing a manual which incorporates a guideline on ODA project information management, and the manual is expected to be official approved in June 2014. The methods and procedures of ODA project information management will be easily disseminated to ministries, government organizations, provinces and district organizations concerned once the mechanism of ODA information management has been established, and the manuals and handbooks have been developed. Therefore, it is considered that the likelihood of achieving Output

3 by the end of the Project is **high**.

【Output 4】

A mechanism of management and capacity development for district-level public investment projects is established

PCAP3 has already drafted the district level planning manual and handbook. Once the manual and the handbook are complete, they will have to be official approved by the authorized body such as MPI. TOT and training to the district level have been already piloted with satisfactory results. Therefore, a mechanism of management and capacity development for district-level public investment projects is likely to be established by the end of the Project.

In the meanwhile, the new roles of district levels are not clear. The draft “Decree on the Implementation of the Public Investment Law” has been facing a series of revisions since the adaptation of the Public Investment Law 2009, and has not been issued since then. In fact, it is difficult to predict when the Decree could be issued due to the political struggle over the management of public investment projects in Lao PDR. The “three build directive,” which aims to empower local authorities to develop themselves, has been announced nationwide. The “three build directive” is one of the resolutions of the 9th Party Congress, which aims to transform the province into strategic units, the district as comprehensive units, and villages as development units. This leads to providing more responsibilities at the district level, including the comprehensive management of the specific types of PIP. However, this “three build directive” applies only three districts per province and the practice has just started.

Contents of the new roles were informally announced and explained to the district levels (in monitor provinces) by MPI, but the guidelines to instruct districts of their specific roles would be further necessary. This could be formalized in the form of the pending draft “Decree on the Implementation of the public Investment Law” or any other forms of guidelines or instructions.

Therefore, it can be said that the likelihood of achieving Output 4 by the end of the Project is **medium**.

3-2 Summary of Evaluation Results

3-2-1 5 Criteria Evaluation

(1) Relevance

The Government of Lao PDR issued the Public Investment Project Law in December 2009 with the aim to effectively and to efficiently implement Public Investment Projects. Public Investment Projects are specified as one of the priority dimensions to achieve the Lao PDR’s overarching 5-year Plan, National Socio-Economic Development Plan (NSEDP). Lao government is currently moving its policy towards the development of the midterm five-year Public Investment Plan. The 8th NSEDP would focus more on quality of implemented projects, emphasizing “effectiveness and efficiency,” “from quantitative to qualitative” across the sectors. This could be translated as the implementation of quality Public Investment Projects and more efforts on human resource development, which corresponds to the efforts that PCAP has been pursuing since the beginning of PCAP1. Lao government is currently facing a financial crisis caused by the expansion policy of the capital investment and the deficit in recurrent expenditure due to the increased salary of the civil servants these years. The government took a serious

action to solve these financial difficulties by cancelling the benefits of the civil servants and reprioritizing the new public investment projects. The economic forecast indicates a manageable deficit over the next years but the financial condition of the Lao government remains still fragile and will impose a mass political challenge. The introduction of the Mid-term Public Investment Plan and the multi-year rolling plan actually meet the current needs of the Government who is trying to limit the expenditure, particularly the public investment projects.

Japan's cooperation policy to Laos assists the promotion of economic and social development towards sustainable economic development. Japan helps Laos strengthen governance, particularly administrative and financial capacity as well as development of laws, to ensure the promotion of development and improvement of aid management. Strengthening governance of Laos is considered cross-cutting that contributes to the four major priority areas of the cooperation policy (development of socioeconomic infrastructure, agriculture development and forest protection, education and human resource development, and improvement of health service).

Having had a successful experience from PCAP1 and PCAP2, the "Project for Establishing Public Investment Plan under NSEDP" (PCAP3) was requested by the Government of Lao PDR to JICA to provide a technical assistance to MPI in developing methods and tools for public investment project management from a mid-term perspective and to further enhance the management capacity of MPI, DPI and DPIO nationwide. Therefore, it can be said that PCAP3 is built on the success of the former projects; it is designed to provide a hands-on assistance without reinventing the wheel. In addition, the organizations were selected as pilot and monitor organizations are already familiar with the PCAP methods and having those provinces as pilot and monitor organizations increases efficiency. The Project is **highly relevant** to the national, international and Japanese policy agenda and the design, counterpart composition, model selection, Japanese expert team are well elaborated according to the Project Purpose.

(2) Effectiveness

【Project Purpose】

The Ministry of Planning and Investment and its subordinate organizations manage public investment projects through a Mid-Term Public Investment Plan and a comprehensive framework

The guideline related Output 1 has not been issues at the time of the Midterm Review. It is expected to be issues between January and March 2014, and the Project is currently coordinating with MPI and UNDP (who is providing a technical assistance of NSEDP 2016-2020 formulation) to include the instruction of the Mid-Term Public Investment Plan 2016-2020. The methods and manuals related to Output 2 have been pilot rolled-out in pilot and monitoring provinces and the Mid-Term Evaluation Team confirmed the favorable responses from the stakeholders. While it would be almost impossible to conduct terminal evaluation studies for all the ongoing public investment projects before the end of the project due to the large number of the projects, it would be possible to do so if the number of the projects are limited based on the appropriate scope of target investment projects. The accuracy of information in SPIS related to Output 3 could be increased with the use of data from AMP when entering the information SPIS by achieving the indicators under Output 3. The increased number of projects managed in the district levels related to Output 4 can be achieved only after the pending Prime

Minister's Decree on the Implementation of Public Investment Law or any other forms of guidelines or instructions to instruct the new responsibilities and roles of the district have been issued. Without this guidance from the Lao government, districts are not informed of which type of the public investment projects they are officially authorized to manage at the district level.

At the time of the Mid-term Review, the effectiveness of the project implementation is **moderate**.

(3) Efficiency

Except for the cancelation of the third country training, inputs have been provided according to R/D and PDM. The assessment of the budget per Output from JFY 2013 to JFY 2014 revealed that the proportion of the expenditure across the Outputs is more less the same; the expenditure of Output 4 is slightly larger than the other Outputs because of the intensive training and workshops required for the capacity building of provincial and district officers. Once the Mid-term Public Investment Plan has been approved in June 2014, the Project is expected to print the manuals and handbooks to distribute to the ministries, government organizations, provinces and districts. The manual is a set of large volume of separate books, and the handbook is a set of rather smaller volume of separate booklets. The large number of copies are to be printed for the distribution to all levels of the government offices. While such a large volume of printing is still relevant considering the needs especially at the provincial and district levels, expected printing volumes and cost could be reconsidered by introducing softcopies such as DVD, CD, USB and Website rather than hardcopies only to reduce the cost and make the materials widely available.

(4) Impact

It is very **difficult to judge** the impact of the Project outcomes at this stage of the Project implementation, because of data unavailability of the indicator on the Overall Goal. However several positive impacts inspired by the Project outputs and activities have been observed.

- ADB is willing to closely work with PCAP3 for a financial framework reform particularly through its support to MoF in developing a Medium-Term Expenditure Framework (MTEF), which has a strong linkage with the Project's Multi-year Rolling Public Investment Plan. UNDP is willing to closely work with PCAP3 for a formulation of the Mid-term Public Investment Plan including the Mid-term financial management within the mid-term review of the 7th NSEDP (2011-2015).
- MPI minister has already set up a Committee who selects priority projects based on the assessment conducted before the beginning of the Public Investment Projects (using PCAP tools).
- Provincial DPIs are willing to continue providing capacity building training to districts and sector departments with the domestic budgets such as technical support under the administrative budget of PIP.
- Provincial DPI officials are willing to work with sector departments and department of finance to conduct efficient and effective evaluation studies at the end of the public investment projects.

(5) Sustainability

The policy support is likely to remain after the end of the Project. The Mid-term Review of the 7th NSEDP 2010-2015 indicates a need for a forecast of resource required for the next three years for public investment (either from domestic resources, loans and credits), which can be used to create the

medium-term financial framework in the future. Therefore, it can be said that having the Mid-Term Public Investment Plan is aligned with the current government's policy and with the outline of the 7th NSEDP. This indicates that the implementation of Mid-term Public Investment Plan is likely to be supported by MPI. In addition, the Mid-term Review further emphasizes the importance of assessment and evaluation of PIP, which leads to the potential formalization of terminal and post evaluation of PIP that PCAP3 has been working on.

The Midterm Review Team has not observed a detailed plan to financially support the activities after the Project has ended. MPI has not discussed how the activities would be continued after the Project's termination. However, the key informant interviews suggested that capacity building component could be continued with the government's budget if each province is responsible for budgeting them in the annual investment plan prepared every year. The Project is expected to raise awareness of each province to make sure such training budget is included in the annual investment plan. Sustainability issue with Output 3 particularly in relation to AMP remains. MPI-DIC has rolled-out AMP in 2013 but the generation of the operational cost of the database remains as a challenging issue within MPI. In addition, AMP has been established by an external foundation and is not housed in MPI-DIC, technical sustainability of AMP is not currently ensured.

In order to sustain the current practice of the public investment programs management, continuous capacity building of MPI, DPI and DPO officials are indispensable. The Project is strongly expected to implement an exit strategy during the Project timeline and establish a basis to ensure technical sustainability by the end of the Project. Training manuals and handbooks need regular revisions as the approach and the regulations on public investment programs develop. The revision requires time and financial resources, which probably need to be solicited from the external donors.

The Project sustainability is **moderate** at this period of Mid-term Review, because the Mid-term Review Team could not confirm commitments from MPI to sustain the Project from the political, financial and technical aspects.

3-3 Conclusion

The Midterm Review Team found that the activities of The Project Purpose and each Output which can work inside of MPI-DOE have made good progresses. Meanwhile, regarding Output 1 and Output 2, there is little progress on the discussion between MPI-DOP and MOF Fiscal Policy department and budget department which have the authority of budgeting policy.

In Lao PDR, MPI which is responsible for and authorized to manage NSEDP, and MOF which unifies the national revenue and expenditure are involved in public investment plan and its implementation from the different aspects. Public investment plan is approved by MPI, DPI or/and DPO, however the approval is not always linked with the budget allocation of MOF. Therefore, the budget has not often allocated to the approved public investment plan. Moreover, the maintenance and operation costs for completed PIP also have not been secured. These situations have hindered the expressions of development effects from the public investment.

Thus, in order to make the Project more effective on the mid-term PIP management and the maintenance

and operation costs, it is necessary to have careful consideration to securing budgets on PIP. Therefore, it is essential to build up stronger coordination and information sharing between MPI-DOP and MOF.

Based on the above aspects, with respect to Output 1 and Output 2 which are fundamental elements of PIP management and the national fiscal administration, continuous efforts on securing enough time for discussion with the relevant authorities, and to facilitate mutual understanding on recognition of and measures against the above challenges would be required to achieve the Outputs by the end of the Project.

3-4 Recommendations

1. More emphasis on coordination with the relevant departments of MPI and MOF on Output 1 and Output 2

In order to ensure PCAP3 to be aligned with the current Government financial policies, careful coordination with the Department of Planning of MPI, Department of Fiscal Policy and Department of Budget of MOF is essential for achieving Output 1 and Output 2.

For the Output 1 to formulate the framework for Mid-term Public Investment Plan and Financial Management Guidelines, it should be consistent with the current policy on financial discipline such as budget deficit controlled below target (5%) of GDP, expenditure increase to be consistent with reliable revenue forecast, and Medium Term Fiscal Framework to be formulated by MOF. It is also necessary to correspond with the schedule of the 8th NSEDP formulation process to ensure timely provision of guidelines for preparation of Medium Term Public Investment Plan 2016-2020. For the Output 2 to establish effective measures for operation and maintenance of public investment projects after its completion, further discussion is necessary with MOF to reach operational agreement on budget conditions including costs for maintenance and operation as well as methods and procedures for terminal and post evaluation studies.

2. Promotion of active involvement of MPI officials in the development of the framework of Medium-term Public Investment Plan, Manuals and Handbooks

It is important to promote further active involvement of MPI officials in the development of the framework of Medium-term Public Investment Plan, as well as Manuals and Handbooks finalization, as the MPI continues to disseminate the tools and provide technical support to the Ministries and Provinces for their utilization in the management of PIP after the completion of the Project. In this connection, the 3-year rolling plan should be introduced as a pilot before the end of the Project both at the central and provincial level. After the Project completion, MPI needs to guide and support to implement 3-year rolling plan as a management tool of the Medium-term Public Investment plan under the 8th NSEDP. It is also necessary to consider that TOT and training should be intensively conducted according to the planning cycle timeframe.

3. Issuance of the Implementation Decree of the Public Investment Law and additional guidelines and instructions

For the effective management of public investment projects, detailed procedures and regulations should be stipulated in the Implementation Decree and issued for wider dissemination. It is necessary for MPI to consider acceleration of finalization and issuance of the Implementation Decree at the earliest. It is also necessary for MPI to consider issuing additional guidelines and instructions on the Medium term Public Investment Financial Management Guidelines, terminal and post evaluation studies, and other public investment management methods and procedures developed by the Project for official dissemination to ensure their implementation.

4. Clarifying the roles and responsibilities of central, provincial and district organizations

It is necessary to clarify the roles and responsibilities of each central, provincial and district organizations for public investment project management in accordance with 3-build policy.

5. Consideration of measures of dissemination of manuals and handbook of the PCAP3

Manuals and handbook developed by the Project should be disseminated widely to ministries and local administrations. Careful consideration should be made from the aspect of efficiency and effectiveness to determine means of dissemination in the form of hard copy, soft copy and web based and their combination.

6. Composition of joint evaluation committee

In the evaluation studies of completed public investment project, appropriate composition of joint evaluation committee needs to be considered to include respective sector ministry, MPI and MOF to ensure technical and financial sustainability in the evaluation.

7. Close cooperation with related of developing partners

In the implementation of the project, close cooperation and information sharing is important with other development partners such as UNDP, ADB and World Bank, as they support the formulation of the 8th NSEDP, Medium Term Expenditure Framework, and other policy reform initiatives of the Government which related to the management of Public Investment Projects.

8. Refinement of Project Design Matrix

The Team recommends that the indicators of the Project Design Matrix be refined to be able to measure properly its achievement of project purpose and to ensure consistency with the current financial policy. Proposed modification of Indicators of Project Purpose and Output 1 is indicated in the revised PDM of Annex 3.

第1章 中間レビューの概要

1-1 中間レビュー調査団派遣の経緯と目的

(1) 調査団派遣の経緯

ラオス人民民主共和国（以下、「ラオス」と記す）では、計画投資省（Ministry of Planning and Investment : MPI）が公共投資事業の運営監理全般に責任と権限を有する機関として位置づけられている。同省は国会で承認される公共投資事業の予算に対して審査を行い、各分野における事業の妥当性について検証するとともに、定期的なモニタリング・評価（Monitoring and Evaluation : M&E）の実施とその結果の国会報告も求められている。しかしながら、MPI 及びその出先機関にあたる県計画投資局〔(Provincial) Department for Planning and Investment : DPI〕や郡の計画事務所（District Planning Office : DPO）の事業管理能力が不足しているため、ラオスの国内予算で実施される公共投資事業の全体が効果的に行われず、5 年國家社会經濟開發計畫（National Socio-Economic Development Plan : NSEDP）の目標達成に対する貢献度も不明確であり、計画と実施の間に大きな乖離が生じるなどの問題が発生している。

これまで JICA は MPI を主なカウンターパート（Counterpart : C/P）として種々の技術協力を実施してきたが、公共投資事業の選定の透明性と説明責任を高めるためには、MPI 及び関連省庁、県や郡での能力開発の更なる浸透が必要である。さらに公共投資事業管理の改善を進めるため、財務管理や NSEDP の上位目標に合致する中期的な計画枠組みのなかで公共投資事業運営監理を行うための能力の強化が今後の課題となっている。

また、郡レベル公共投資事業の運営監理能力強化について、現在ラオス政府で郡レベルへの予算管理も含めた権限の分散と能力強化が検討されており、具体的な権限移譲の形態、予算管理との関係、職員の業務遂行のための能力向上が今後の課題となっている。

このような実績や課題及びラオス国の状況も踏まえ本事業では、MPI とその出先機関にあたる DPI や DPO において、①中期公共投資計画の策定支援、②公共投資事業の効果発現のための仕組みづくり、③ODA 案件情報の運営管理方法改善、④郡レベルにおける公共投資事業の運営監理能力強化の仕組みづくりを行うことで、中期的な枠組みのなかで公共投資事業の運営監理能力強化を図る。それによって、中央省庁及び各県・郡のセクター部局による、NSEDP の目標に合致する中期的な枠組みを踏まえた適切な公共投資事業運営監理に寄与する。

國家社会經濟開發計畫に基づく公共投資計画策定支援プロジェクト（Project for Establishing Public Investment Plan under NSEDP : PCAP3）ではこれまでに、パイロット・モニター組織と協働して各成果に係る手法や手順の開発、及び全国普及に向けた研修準備を行ってきた。今後はさらにモニター組織において手法や手順の検証、それらのマニュアル・ハンドブックへの反映、2014 年 9 月から全国への普及活動が行われる予定である。

(2) 調査の目的

- 1) プロジェクト・デザイン・マトリックス（Project Design Matrix : PDM）、活動計画（Plan of Operations : PO）に基づき、プロジェクトの投入実績、活動実績、計画達成度を調査・確認し、課題を整理する。
- 2) 評価 5 項目の観点から、両国関係者と共にプロジェクトの中間レビューを行い、合同中間レビュー調査報告書を作成する。

- 3) 上記評価結果に基づき、合同評価委員会と今後の活動内容について協議し、今後の PO を確認する。また、必要に応じて PDM についても協議のうえ、修正を行う。
- 4) 上記評価結果に基づき、今後のプロジェクト活動を進めるにあたっての課題やその対応策、プロジェクトに影響を及ぼす外部要因の現状とその対応策について協議し、調査報告書の提言として取りまとめる。

1-2 調査日程 (2014年1月15日～2月4日)

日程	日付	活動概要
1	1/15 水	20:55 : 評価分析コンサルタント、ミャンマー発ビエンチャン着
2	1/16 木	09:00～10:00 : 団内打合せ JICA ラオス事務所 10:00 : PCAP 専門家へのインタビュー 13:30 : 新 MPI 評価局 (DOE) 局長 Mr. Sengmany KEOLUNGSY へ挨拶 14:00 : MPI 計画局 (DOP) 副局長 Mr. Ounheane CHITTHAPHONG へのインタビュー
3	1/17 金	09:30～ : 前 MPI-DOE 局長 Mr. Phoukhong BANNAVONG へのインタビュー 11:00～ : MPI 国際協力局 (DIC) 副局長 Mr. Houmphanh SOUKPRASITH へのインタビュー 14:00～16:00 : ワークショップ (自己評価プレゼン by DOE, DIC & DOP)
4	1/18 土	調査結果取りまとめ
5	1/19 日	調査結果取りまとめ
6	1/20 月	09:00～10:00 : 農林省 (MAF) 副局長 PromIS Dr. Mr. SAPHANGTHONG Thatheva (MAF Planning) へのインタビュー 14:00～ : MAF, Mr. Pasonexay INSISIENGMAY, Deputy Head of Planning & Cooperation Division へのインタビュー
7	1/21 火	06:30～07:45 : 評価分析コンサルタント ビエンチャン⇒チャンパサックへ移動 AM : チャンパサック DPI へのインタビュー PM : チャンパサック県農林局、公共事業局へのインタビュー
8	1/22 水	09:00 : チャンパサック DPI 局長インタビュー 13:00～13:50 : 評価コンサルタント チャンパサック⇒ビエンチャンへ移動 15:30～ : MPI-DIC, Aid Effectiveness Division Dr. Arounyadeth へのインタビュー (ODA データベースに関して) 20:55 : 専門員、ビエンチャン着
9	1/23 木	09:00～ : 内部打合せ 10:30～ : MPI-DOE 局長 Mr. Sengmany KEOLUNGSY へインタビュー 14:00 : 財務省 (MoF) 予算局 副局長 Ms. Bounthay LEUANGVILAY へのインタビュー 15:00 : MoF 財政政策局へのインタビュー
10	1/24 金	09:00～ : 国連開発計画 (UNDP) Mr. Nick Maddok (NSED 専門家) へのインタビュー PM : 内部打合せ
11	1/25 土	調査結果取りまとめ/評価報告書 (案) の作成
12	1/26 日	調査結果取りまとめ/評価報告書 (案) の作成
13	1/27 月	11:50～12:40 : ウドムサイ⇒ビエンチャンへ移動 PM : ウドムサイ DPI 副局長 Mr. Somvang SOULIAPHON へインタビュー
14	1/28 火	08:30 : ウドムサイ DPI へのインタビュー 14:00 : ウドムサイ県保健局へのインタビュー

15	1/29	水	08:30 : ウドムサイ県サイ郡へのインタビュー 13:10～14:00 : ウドムサイ⇒ビエンチャンへ移動 15:30～ : アジア開発銀行（ADB）シニアエコノミスト Mr. Soulinthone Leuangkhamxing と Mr. Phantouleth Louangraj へのインタビュー
16	1/30	木	10:00 : C/P との打合せ PM : 内部打合せ
17	1/31	金	10:00 : MPI 副大臣 Dr. Khamlien PHOLSENA への報告 PM : 内部打合せ JICA ラオス事務所報告
18	2/1	土	報告書作成
19	2/2	日	報告書作成
20	2/3	月	PM : 大使館報告 21:40 : 専門員、ビエンチャン発
21	2/4	火	AM : 専門員、日本着 13:50 : 評価分析コンサルタント、ビエンチャン発 ⇒ミャンマー

1-3 調査団構成

調査団の構成は以下に示すとおりである。

氏名	担当業務	所属	派遣期間
武井 耕一	団長	JICA ラオス事務所 所長	-
武田 長久	政府事業計画	JICA 国際協力専門員	1月22日（日）～2月4日（水） （14日間）
長岩 優	協力企画	JICA ラオス事務所 企画調査員	-
藤田 真紀子	評価分析	アスカ・ワールド・コンサルタント株式会社	1月15日（木）～2月4日（水） （21日間）

ラオス側の調査団メンバーは以下に示すとおりである。

Name	Organization and Position
Dr. Khamlien PHOLSENA	Vice Minister of MPI (Project Director)
Mr. Phoukhong BANNAVONG	Director General of MPI-DOE (Project Manager)
Mr. Ounheane CHITTHAPHONG	Deputy Director General of MPI-DOP (Deputy Project Manager)
Mr. Houmphanh SOUKPRASITH	Deputy Director General of MPI-DIC (Deputy Project Manager)

1-4 主要面談者

以下に、本調査における主要面談者を挙げる。詳細は、付属資料を参照されたい。

- ・MPI 職員
- ・プロジェクト C/P
- ・DPI 職員

- ・ドナー
- ・プロジェクト専門家
- ・JICA ラオス事務所職員

1-5 評価手法

本調査は、『新 JICA 事業評価ガイドライン (2010 年 6 月 : 改訂版)』に基づいた評価手法に沿って、以下のとおり実施した。

- ① プロジェクト・デザイン・マトリックス (PDM) の最新版 (バージョン 1.0) を評価の枠組みとした。
- ② プロジェクト目標達成度合いに貢献した要因、阻害した要因を、プロジェクトのデザイン及び実施プロセスの観点から分析した。プロジェクトに関連した介入が、現状に対応しているかどうかという点についても考慮した。
- ③ 「妥当性」「有効性」「効率性」「インパクト」「持続性」の 5 つの観点 (評価 5 項目) から、プロジェクトを評価した。
- ④ プロジェクトの残り期間の活動に対しての提言を抽出した。

評価の過程においては、文献調査、関係者に対する質問票調査及びインタビュー、プロジェクトサイト (ビエンチャン、チャンパサック、ウドムサイ) の訪問調査によってデータ、情報を収集した。また、C/P である MPI による自己評価結果を参考にした。暫定的な評価結果をラオス側の合同評価委員会メンバーやその他のプロジェクト関係者と議論し、必要な修正を加えたうえで最終的な評価結果をまとめた。

(1) プロジェクトの実績と実施プロセス

検証項目	検証の視点
実績	プロジェクト実施の結果、何が達成されたのか、それらは期待どおりであるか。
実施プロセス	プロジェクトを実施する過程 (プロセス) で何が起きているのか、それらはプロジェクトのアウトカム目標の達成にどのような影響を与えているか。

(2) 評価 5 項目

評価 5 項目の各項目の定義は以下のとおりである。

評価 5 項目	新 JICA 事業評価ガイドラインによる定義
1. 妥当性	開発援助と、ターゲットグループ・相手国・ドナーの優先度並びに政策・方針との整合性の度合い。
2. 有効性	開発援助の目標の達成度合いを測る尺度。
3. 効率性	インプットに対する成果 (定性的並びに定量的) を計測する。開発援助が期待される結果を達成するために最もコストのかからない資源を使っていることを示す経済用語。最も効率的なプロセスが採用されたかを確

	認するため、通常、他のアプローチとの比較を必要とする。
4. インパクト	開発援助によって直接または間接的に、意図的または意図せずに生じる、正・負の変化。開発援助が、地域社会・経済・環境並びにその他の開発の指標にもたらす主要な影響や効果を含む。
5. 持続性	ドナーによる支援が終了しても、開発援助による便益が継続するかを測る。開発援助は、環境面でも財政面でも持続可能でなければならない。

出典：新 JICA 事業評価ガイドライン、2010 年 6 月

第2章 プロジェクトの概要

2-1 プロジェクトの背景

ラオスでは、計画投資省（MPI）が公共投資事業の運営監理全般に責任と権限を有する機関として位置づけられている。MPIは国会での開発予算承認に向けて、公共投資事業の事前審査を行い、各セクターや県・市に係る事業の妥当性を検証するとともに、定期的なモニタリング・評価（M&E）を実施して、その結果を国会に報告することも求められている。しかしながら、MPIとその出先機関にあたる県計画投資局（DPI）や郡計画事務所（DPO）のレベルで事業運営監理に係る能力が不足しているため、特に国内予算で実施される公共投資事業の一部が効果的に行われず、国家社会経済開発5カ年計画（NSEDP）の目標達成に対する貢献度も不明確であり、計画と実施の間に大きな乖離が生じるなどの問題が発生している。

このような状況の下、ラオス政府主導の公共投資事業が適切に審査、モニタリング、評価されることを目標に、MPIをカウンターパート（C/P）機関としてJICA技術協力プロジェクト「公共投資プログラムの運営監理能力向上プロジェクト」（PCAP1）を2004年11月から2007年10月まで、「公共投資プログラム運営監理強化プロジェクト」（PCAP2）を2008年3月から2011年8月まで、それぞれ実施した。

PCAP1とPCAP2は、公共投資事業の審査、M&Eの手法と公共事業審査に関する各種書式を開発・改訂し、その普及と研修の実施を通して、MPIやDPIの公共投資事業運営監理の能力向上に貢献した。また、2009年12月に制定された公共投資法を通じて、公共投資事業の事業審査が義務づけられ、さらにPCAP1とPCAP2で開発した手法と各種書式が法律により国の制度として位置づけられた。

また、公共投資事業の選定の透明性と説明責任を高めるためには、MPI及び関連省庁、県や郡での能力開発の更なる浸透が必要である。さらに公共投資事業運営監理の改善を進めるため、財務管理やNSEDPの上位目標に合致する中期的な計画枠組みの中で公共投資事業運営監理を行うための能力の強化が今後の課題となっている。

このような実績や課題及びラオス国の状況を踏まえ、MPIの公共投資事業の運営監理能力をさらに向上させる新たな技術協力として、本プロジェクト「国家社会経済開発計画（NSEDP）に基づく公共投資計画策定支援プロジェクト（PCAP3）」を実施する運びとなった。本プロジェクトでは、公共投資が中期的な視点でより効果的・効率的になるために必要な運営監理方法を開発し、それを普及することにより、MPIとその出先機関にあたるDPIやDPOにおける運営監理能力を強化することを目的としている。具体的には、①中期公共投資計画と財務管理ガイドラインの策定支援、②公共投資事業の効果発現のための仕組みづくり、③政府開発援助（Official Development Assistance : ODA）案件情報の運営管理方法改善、④郡レベルにおける公共投資事業の運営監理能力強化、を図る。それによって、中央省庁と各県、郡のセクター部局による、NSEDPの目標達成に資する中期的な枠組みを踏まえた適切な公共投資事業運営監理に寄与することを目的としている。

2-2 プロジェクト概要

（1）案件名：

国家社会経済開発計画に基づく公共投資計画策定支援プロジェクト（PCAP3）

Project for Establishing Public Investment Plan under NSEDP (PCAP III)

(2) 協力期間：2012年3月～2015年9月

(3) 相手国機関名：計画投資省 (MPI)、評価局 (DOE)、計画局 (DOP)、国際協力局 (DIC)、
各県計画投資局 (DPI)

上位目標	
中央省庁及び各県・郡のセクター部局により、国家社会経済開発計画の目標に合致する中期的な枠組みを踏まえた適切な公共投資事業の運営監理が実施される。	
プロジェクト目標	
計画投資省とその出先機関にあたる県計画投資局や郡の計画事務所において、中期的な枠組みの中で公共投資事業の運営監理能力が強化される。	
成 果	
1	中期公共投資計画と財務管理ガイドラインの枠組みが策定される。
2	公共投資事業を適切に運用・維持管理するための仕組みが構築される。
3	ODA 案件情報の運営管理方法が改善される。
4	郡レベル公共投資事業の運営監理方法と能力強化の仕組みが構築される。

第3章 プロジェクトの実績・実施プロセス

3-1 投入実績

日本側、ラオス側双方の投入は下記のとおりほぼ計画どおりに実施された。

3-1-1 日本側投入

(1) 専門家派遣

プロジェクト開始以来、延べ7名の専門家が派遣されている。

(2) カウンターパート (C/P) 研修

予定されていた第三国研修は実施されていない。

(3) 機材の提供

プロジェクト活動のための各種機材が提供された。

(4) プロジェクト支出

2014年1月時点で、プロジェクト運営に必要な経費として総額1,370万5,504円が日本側より支出されている。

3-1-2 ラオス側投入

(1) C/P 人員の配置

合計4名と計画投資省 (MPI) 各局の関連職員が配置された。

(2) 施設の提供

MPIは日本人専門家のための事務所と会議室、研修室を提供した。

(3) その他

プロジェクトにかかわる職員の給与、事務所経費 (水道光熱費など) を MPI が負担した。

3-2 活動実績

プロジェクト C/P は計画投資省評価局 (MPI-MPI)、同省計画局 (MPI-DOP)、同省国際協力局 (MPI-DIC) であり、MPI がプロジェクト実施期間となっている。さらに、普及活動を担う DPI、DPO、セクター省 (パイロット及びモニター組織) がある。

成果1による活動では、中期公共投資計画と財務管理ガイドラインの枠組みの策定を目標とし、中期公共投資計画と財務管理ガイドライン案をパイロット及びモニター組織であるチャンパサックやウドムサイと協働して開発した。成果2における活動では、完了した公共事業の評価や維持管理費のあり方に関し、MPI、農林省 (MAF) 及び公共事業交通省 (Ministry of Public Work and Transport : MPWT) 職員の意識改革を行ったほか、パイロット及びモニター組織と協働して公共投資事業の終了時評価及び事後評価のモデルやそれに伴うマニュアルを開発した。成果3における活動では MPI-DIC、国連開発計画 (United Nations Development Programme : UNDP)、国連食糧

農業機関（Food and Agriculture Organization : FAO）と協力し、組織ごとに異なる ODA 事業管理の均一化を図った。また、UNDP が支援する ODA 案件管理データベース（Aid Management Platform : AMP）や FAO が支援する ProMIS との整合性に配慮し、ODA 事業情報シート（Simplified Project Information Sheet : SPIS）の改訂を行った。成果 4 による活動では、パイロット及びモニター組織において講師養成研修（Training of Trainers : ToT）を実施し、郡レベルにおける公共投資事業の運営監理向上の基礎を築いた。ToT を受講した郡レベル職員は既にトレーナーとして県レベルに対する研修を実施している。

評価調査団は、ほとんどのプロジェクト活動がプロジェクト・デザイン・マトリックス（PDM）の記載に従って実施されたことを確認した。一方で、特に成果 1 と成果 2 による活動の進捗状況は、ラオス政府の政治的意志が外部要因として大きく影響すると考えられる。

3-3 成果の達成状況

3-3-1 成果 1 の達成状況

成果 1	指 標		達成状況
中期公共投資計画と財務管理ガイドラインの枠組みが策定される。	1-1	パイロット組織において中期公共投資計画案 2011～2015 が作成される。	おおむね達成
	1-2	中期公共投資財務管理ガイドライン案 2016 ～ 2020 が、計画投資省により作成される。	おおむね達成
	1-3	中期公共投資計画及び中期公共投資財務管理ガイドラインの策定方法とモニタリング方法がマニュアル・ハンドブックに含まれている。	おおむね達成

成果 1 は中期公共投資計画と財務管理ガイドラインの枠組みが MPI によって策定された際に達成されたと考えられる。中間レビュー実施時までに、以下の活動が実施された。

- ・パイロット及びモニター組織の選出
- ・中期公共投資計画と財務管理ガイドライン案の開発
- ・中期公共投資計画と財務管理ガイドラインに係る合同セミナーの実施
- ・パイロット及びモニター組織における中期公共投資計画と財務管理ガイドライン案のパイロット検証
- ・中期公共投資計画と財務管理ガイドライン案のパイロット検証結果に沿った改訂作業

中間レビュー実施時点では成果 1 は達成されていないが、中期公共投資計画と財務管理ガイドライン案は既に MPI、パイロット及びモニター組織と共有されており、過去数カ月にわたり、ラオスの政策枠組みのなかでどのようにこれらを有効活用していくかについての議論がなされている。

事前に配布された質問票からは、プロジェクトによって開発されている中期公共投資計画と財務管理ガイドライン案の質は高く、満足できるレベルであると回答されている。さらに、MPI-DOP の意志決定レベルにおいては、中期公共投資計画の重要性が認識されていることが確認されている。その他、質問回答者全員がプロジェクトの投入の量、質、タイミングは適切であると回答した。

表 3-1 : 成果 1 に係る質問票の回答のまとめ

No.	Questions	Answers		
			No. (N=18)	%
1-1	Were the quantity, quality, and timing of project activities appropriate in general?	Yes	18	100%
		No	0	0%
1-2	How do you rate the quality of draft 5-year public investment plan and financial management guideline	Satisfactory	18	100%
		Needs Improvement	0	0%

Source: Questionnaire survey conducted for the mid-term review

これらのことから、事業終了時までに成果 1 が達成される見込みは高いといえる。

3-3-2 成果 2 の達成状況

成果 2	指 標		達成状況
公共投資事業を適切に運用・維持管理するための仕組みが構築される。	2-1	計画投資省と財務省との間で、完了した公共投資事業の評価や維持管理費用のあり方に関する合意がなされている。	達成は困難
	2-2	公共投資事業の終了時評価と事後評価の方法やプロセスがマニュアル・ハンドブックに含まれている。	おおむね達成
	2-3	終了時評価と事後評価の方法論やツールが省庁、県、郡の関連機関に研修等を通じて普及している。	おおむね達成
	2-4	計画投資省から、終了時評価及び事後評価を実施する旨、正式通達が出る。	達成は限定的
	2-5	維持管理計画案を含んだ事業完了レポートを提出している公共投資事業が増加する。	達成は限定的

成果 2 は公共投資事業を適切に運用・維持管理するための仕組みが構築された際に達成されたと考えられる。プロジェクトはこれまでに以下の活動を実施した。

- ・完了した公共投資事業の運用・維持管理費用に関する財務省（MoF）との協議
- ・公共投資事業の終了時評価及び事後評価に係るフォーマットやワークフローの開発、パイロット検証及び改訂
- ・公共投資事業の マニュアル及びハンドブックへの上記フォーマットやワークフローの統合

成果 2 が示す 5 つの指標のうち、中間レビュー時点では指標 2-1 と 2-3 がおおむね達成されている。指標 2-1 の達成は困難、指標 2-3 と 2-4 の達成は限定的であると考えられる。

指標 2-1: 計画投資省と財務省との間で、完了した公共投資事業の評価や維持管理費用のあり方に関する合意がなされている。

MPI 及び MoF とのインタビューの結果、公共投資事業の維持管理費の捻出は困難であるとの共通認識がうかがえた。まず、公共投資事業の維持管理費の支出には予算法もしくはその他法

令の改定が必要と考えられ、そのような場合には少なくともあと5年から10年はかかるとの認識であった。また、その他の方法として首相令の発令が考えられるが、これは2009年の公共投資法が制定されて以来いまだに発令されていない公共投資法施行首相令（案）に改定を加えることを意味する。昨今、MPIには先行公共投資事業の支払いに絡むさまざまな方面からの圧力がかけられており、これらの問題を解決して公共投資法施行首相令（案）が発布に至るまでには長時間を要すると考えられる。

DPIとMoFからは、通常の維持管理費は住民参加もしくは通常経費により、定期的な維持管理費は公共投資事業として公共投資予算により、また、緊急維持管理費は県予算により捻出が可能なのではないかという提案がなされた。

このように、維持管理費の必要性が認識されている一方で、MPI及びMoF両者が公共投資事業の維持管理費に関して協議する機会はいまだに設けられておらず、今後両者の協議を実現し、完了した公共事業の評価や維持管理費のあり方に関しての合意を早急に進める必要がある。しかしながら、MoFは昨今の経常支出の膨張に起因する財務危機に直面しており、また、MPIでは、県及び郡レベルにおける承認されていない計画投資事業への無断投資の禁止が昨今の緊急課題となっており、MoF、MPIともに公共投資事業の維持管理費を捻出することは難しいだけでなく、それについて優先的に対策を打ち出すことは現状では困難であるといえよう。

Article 23: Solutions for debts of public-investment projects for FY2013-14

23.3 To limit occurrence of more debts, the Law on Public Investment, State Budget Law and Budget discipline for planning and finance must be strictly followed, especially the implementation and settlement of debts of projects that not approved by NA (off-planned projects) are considered breaching of laws and regulations, unless the fund used to settle is not State budget/government fund (grants from other sources) but the settlement must reported to MPI in order for MPI to summarize and report to Government.

Source: Unofficial translation of “Decree on NSEDP Implementation Plan and State-Budget Execution Plan 2013-2014”

中間レビュー実施時点では指標 2-1 は達成されていない。しかしながら、MPI及びMoFにおける現状分析の結果、指標 2-1 の達成は困難であるといわざるを得ない。今後、プロジェクトはC/Pと協力しながら、事業終了時までには指標 2-1 を達成するための最善のアプローチについて協議することが期待される。

指標 2-2: 公共投資事業の終了時評価と事後評価の方法やプロセスがマニュアル・ハンドブックに含まれている。

プロジェクトではこれまでに公共投資事業の終了時評価及び事後評価に係るフォーマットやワークフローの開発、パイロット検証及び改訂を行い、公共投資事業のマニュアル及びハンドブックにこれらのフォーマットやワークフローを統合した。質問票に対する回答では、すべての回答者がワークフローは論理的に開発されており、今後公共投資事業の評価に利用できると回答した。一方で、27%の回答者が評価フォーマットの改善が必要だと回答した。その他のコ

メントは以下のとおりである。

- ・ラオス語の表現を改善する必要がある
- ・フォーマットと研修資料の内容が一致しているべき
- ・ワークショップにおける提案やコメントは改訂されたフォーマットにきちんと反映されるべき
- ・フォーマットは短くシンプルであるべき
- ・ラオスの公共投資事業の実施状況に合わせ、いくつかのプロセスを見直すべき

回答者の半数が、評価プロセスは効率的、組織的、費用効率が高く、明確であると回答した。また、評価マニュアルについても簡単で読みやすく、分かりやすく、公共投資事業のよりよい運営監理につながるなど、ポジティブな回答が多かった。一方で、フォーマットが難しすぎる、情報の記入が多すぎる、記入に時間がかかりすぎるなどの、ネガティブな意見も見受けられた。

表 3-2 成果 2 に係る質問票の回答のまとめ

No.	Questions	Answers		
			No. (N=27)	%
2-1	Is the draft evaluation workflow proposed by PCAP3 logically developed and applicable to the actual	Yes	27	100%
		No	0	0%
2-2	How do you rate the quality of the new draft evaluation formats developed by PCAP3?	Satisfactory	20	74%
		Needs Improvement	7	26%
2-3	Have you used the new (draft) evaluation format developed by PCAP3?	Yes	3	11%
		No	24	89%
2-4	How will the evaluation process of the project change when PCAP3 introduces its new method?	Easy	9	33%
		Clear	14	52%
		Efficient	15	56%
		Organized	16	59%
		User friendly	1	4%
		Cost-effective	14	52%
2-5	Have you read the draft Evaluation Manual developed by PCAP3?	Yes	26	96%
		No	1	4%
2-6	What do you think of the draft Evaluation Manual developed by PCAP3?	Easy to read & understand	13	48%
		Comprehensive	4	15%
		Better management of PIP	27	100%
		User friendly	4	15%
		PIP prioritization became easy	15	56%
		Too complicated	1	4%
		Too many information required to complete the forms	3	11%
		Time-consuming reporting	4	15%

Source: Questionnaire survey conducted for the mid-term review

中間レビュー実施時点では終了時評価フォームはまだ完成していない。そのため、今後はプロジェクト終了時までにチャンパサックでパイロットとして行った灌漑事業の検証結果をツールに反映させ、また、教育省、保健省などのセクター省が独自に行っている公共投資事業の評価フォーマットとの整合性を検証していく必要があるであろう。

公共投資事業の終了時評価及び事後評価のモデルやそれに伴うマニュアル及びハンドブックは今後も改訂が必要である一方、これまでにパイロット及びモニター組織と協働して順調に開発されており、2014年6月にも策定される見通しが高い。これらのことから、指標 2-2 は事業終了時までに達成される見込みは高く、現時点ではおおむね達成しているといえる。

指標 2-3: 終了時評価と事後評価の方法論やツールが省庁、県、郡の関連機関に研修等を通じて普及している。

中間レビュー時点ではマニュアル及びハンドブックが完成していないため、省庁、県、郡に対する研修は実施されていないが、予定では2014年3月から6月までの間に研修が開始される予定である。研修が実施されれば、終了時評価と事後評価の方法論やツールが省庁、県、郡の関連機関に容易に普及されると想定されることから、事業終了時までに本指標が達成される見込みは高い。

指標 2-4: 計画投資省から、終了時評価及び事後評価を実施する旨、正式通達が出る。

2009年に発令された公共投資法では終了時評価と事後評価がMPIによって実施されることが明記されており、終了時評価と事後評価の実施に関する法的枠組みは既にあると考えられる。本プロジェクトでは終了時評価と事後評価の方法論やツールがマニュアル及びハンドブックに盛り込まれ、その実施がラオス政府によって公式に通達されることをめざす。通達方法は政府の開発予算申請ガイドライン、MPI大臣による行政命令などが考えられるが、これらの通達はマニュアル及びガイドラインが公式に承認された後に発出されることになるだろう。

指標 2-4 は中間レビュー時点では達成されていない。事業終了までの限られたプロジェクト期間及びラオス政府側において多大な時間を必要とする公式通達のプロセスを考慮すると、事業終了時までに本指標が達成される見込みは限定的であると考えられる。

指標 2-5: 維持管理計画案を含んだ事業完了レポートを提出している公共投資事業が増加する。

中間レビュー時点において、維持管理計画案を含んだ事業完了レポートを提出している公共投資事業は0%であった（ベースライン調査値による）。本指標を達成するためには、終了時評価と事後評価の方法論やツールが完成し、評価プロセスを通じて完了報告書を完成させるに十分な情報が得られることが想定されている。終了時評価と事後評価に関する研修は2014年後半に予定されており、本指標の測定は2015年前半に開始されることになるため、実質事業終了までの9カ月程度で本指標を達成することが求められる。

維持管理計画の作成は、非常に困難な課題である。現在MPIでは、維持管理費については全事業費の数パーセントを割り当てる方法で予算計上しており、事前に維持管理費を詳細に計上するノウハウをもち合わせていない。また、維持管理計画案が事業完了レポートに含まれたとしても、予算配分プロセスの複雑性や昨今の逼迫する政府予算の問題などから、維持管理計画が実施に移されるのは困難であるといわざるを得ない。

これらのことから、事業終了時までに指標 2-5 が達成される見込みは限定的であると考えられる。

以上のことから、現場レベルにおける公共投資事業の適切な運用・維持管理するための仕組みが構築される可能性は高いと考えられる。他方、その仕組みを制度化し、実際に運用できるかどうかは現状からは判断し難い。成果2に係る指標の達成状況を分析した結果、成果2は事業終了時までにはおおむね達成される見込みであるといえよう。

3-3-3 成果3の達成状況

成果3	指 標		達成状況
ODA案件情報の運営管理方法が改善される。	3-1	ドナーと政府側の双方が、カウンターパートファンド情報を含めたODA案件情報を閲覧することができる。	達成
	3-2	ODA案件情報管理のガイドラインがマニュアル・ハンドブックに盛り込まれている。	おおむね達成
	3-3	ODA案件情報管理の方法論やツールが省庁、県、郡の関連機関に普及している。	おおむね達成

成果3は、ODA案件情報の運営管理方法が改善された際に達成されたと考えられる。具体的には、UNDPの支援の下でMPI-DICが開発しているAMPで閲覧できる情報を活用し、C/Pファンド申請用の公式フォーマットであるSPISの記入情報の精度向上と提出率を高めることを目的としているため、本成果を達成するためには特にMPI-DICとの連携が不可欠である。中間レビュー時には、すべての活動が計画どおりに実施されていることが確認された。

- ・ドナー（UNDPとFAO）と公共投資事業に関連するODA事業の標準化について協議
- ・ODA情報管理のプロセスの改善と構築
- ・新規ODAプロジェクトの試験的レビュー
- ・ODAプロジェクトレビューの結果に基づいたプロセスの改定

本成果で設定された3つの指標のうち、1つは既に達成されており、残りの2つについてもおおむね達成されていることが確認された。よって、成果3が事業終了時までには達成される見込みは高い。

指標 3-1: ドナーと政府側の双方が、カウンターパートファンド情報を含めたODA案件情報を閲覧することができる。

(1) OA案件管理データベース（AMP）と簡易ODA事業情報シート（SPIS）に関する問題

先行プロジェクトであるPCAP2では、SPISとODA事業のC/Pファンド申請プロセスの構築を支援してきた。一方、UNDPはMPI-DICを支援し、ODA事業管理が可能となるAMPを開発している。これらの2つのODA事業管理にかかわる支援では大きな違いがある。SPISはラオス政府からのインプットによる情報を管理しているのに対し、AMPではドナーからのインプットによる情報を管理しているのである。ラオス政府のODA管理に関する能力不足やオーナーシップの不足から、ラオス側の情報は不完全であることが多く、これら双方の情報は一致していないのが現状である。現在MPIではこれら2つのアプローチを統一し、より効率的なODA情報管理の実現に努めている。

(2) ProMIS に関する問題

FAO は農業林業省 (MAF) に対し、プロジェクト実施情報の管理とモニタリングレポートの出力を可能にする Project Monitoring Information System (ProMIS) の構築を支援している。ProMIS は MAF のすべての事業に応用でき、オフラインでデータを入力、オンラインでデータ及びレポートを出力することが可能である。AMP では ODA 事業の概要情報のみを提供できるのに対し、ProMIS では MAF が実施した村落データが閲覧できたり、地図の作製ができたりなど、より詳細な情報を提供できるため、国土形成計画など、より明確な計画目的に利用できるようになっている。また、ProMIS は 5 つのデータ収集フォームから構成されている。具体的には、①プロジェクト開始時に収集されるプロジェクトデータ (F1)、②年度始めに収集される年間計画データ (F2)、③四半期始めごとに収集される四半期計画データ (F3)、④四半期終わりごとに収集される進捗報告データ (F4)、⑤プロジェクト終了時に収集される終了報告データ (F5) である。MAF に対するインタビューの結果、SPIS と F1 にはほぼ同じ内容のプロジェクト情報が含まれているため、SPIS によって承認された公共投資事業の内容を F1 に入力する際に大きな問題は見受けられないとのことであった。

(3) 他ドナーとの連携

本プロジェクトは UNDP や FAO などと協力し、包括的な援助管理システムを構築していることが、評価調査団によって確認された。また、政府職員を対象とした質問票に対する回答からも、他援助機関との連携が認識されている事が確認された。

本プロジェクトは MPI-DIC、UNDP、FAO と協議し、SPIS の記入情報の精度向上と提出率を高めるため、①SPIS 記入時に必要なプロジェクトの基本情報を、AMP のポータルウェブサイトから引用する方法を普及する、②併せて全国研修では AMP の紹介を行って認知度を広める、③ProMIS で開発するワークフローやフォーマットは、MPI のプロジェクト・マニュアルの内容と本プロジェクトで開発中の他のフォーマットと整合性をもたせる、という基本方針で合意している。今後は包括的な援助管理システムの構築のため、更なる援助機関との連携が期待される。

表 3-3 成果 3 に係る質問票の回答のまとめ

No.	Questions	Answers		
		No. (N=4)	%	
3-1	Have you used Simplified Project Information Sheet (SPIS) formats?	Yes	4	100%
		No	0	0%
	If Yes, how do you rate the SPIS formats?	Satisfactory	2	50%
		Needs improvement	2	50%
3-2	Do you think Simplified Project Information Sheet (SPIS) is well linked to Aid Management Platform (AMP)?	Yes	4	100%
		No	0	0%
3-3	Have you logged in to the Aid Management Platform (AMP)?	Yes	4	100%
		No	0	0%
3-4	Do you think the Project collaborates well with other development partners to achieve the objective of ODA management?	Yes	4	100%
		No	0	0%
	If Yes, who is the project collaborating well with?	UNDP	4	100%
		GIZ	3	75%
		ADB	4	100%
		World Bank	4	100%
JICA projects	2	50%		

Source: Questionnaire survey conducted for the mid-term review

AMP は 2013 年 11 月にウェブ上での閲覧が可能となった。これにより、ドナーと政府の双方が C/P 情報を含めた ODA 案件の詳細を確認することができる。現在、AMP はラオス国内の 6 割から 7 割程度の ODA 案件情報を閲覧できるようになっている。これにより、指標 3-1 の「ドナーと政府側の双方が、C/P 情報を含めた ODA 案件情報を閲覧することができる」は中間レビュー時点で達成されていると考えられる。

指標 3-2: ODA 案件情報管理のガイドラインがマニュアル・ハンドブックに盛り込まれている。

AMP は原則として本プロジェクトのために構築されてものではないため、AMP から適切な情報を得るためにはユーザーがその利用方法を把握している必要がある。MPI-DIC は現在英語のユーザーマニュアルを開発しており、2、3 カ月後には最終化される予定である。ただし、本プロジェクトで支援する C/P 情報を含めた ODA 案件の詳細を確認できるよう、その内容を再度見直す必要がある。また、本プロジェクトでは ODA 案件の詳細を確認するためのガイドラインは既にプロジェクトが開発する公共投資事業の実施マニュアルに盛り込まれているため、方が MPI-DIC が開発するユーザーマニュアルの発行が遅れたとしても、本指標に影響することはないと考えられる。

中間レビュー時点では ODA 案件情報管理のガイドラインはまだ開発中であるため、指標 3-2 は達成されていない。しかしながら、本プロジェクトと MPI-DIC との連携や現在のマニュアル及びハンドブックの開発状況から判断すると、指標 3-2 がプロジェクト終了時までには達成される見込みは高い。

指標 3-3: ODA 案件情報管理の方法論やツールが省庁、県、郡の関連機関に普及している。

指標 3-3 は先の指標 3-1 と 3-2 が達成されて初めて達成されると考えられる。すなわち、ODA 案件情報管理の方法論やツールが開発され、そのマニュアルやハンドブックが完成したのちに

省庁、県、郡の関連機関への普及活動が可能となる。中間レビュー時点ではこれらのツールやマニュアルは開発途中であるため、指標 3-3 は達成されていない。しかしながら、先の指標 3-1 と 3-2 の達成状況から判断すると、指標 3-3 がプロジェクト終了時までには達成される見込みは高い。

以上、成果 3 に係る指標の達成状況を分析した結果、成果 3 は事業終了時までには達成される見込みであると判断できる。

3-3-4 成果 4 の達成状況

成果 4	指 標		達成状況
郡レベル公共投資事業の運営監理方法と能力強化の仕組みが構築される。	4-1	計画投資省によって、郡レベルが順守すべき公共投資事業の策定及び運営監理の役割に関して、通達が出されている。	達成は限定的
	4-2	郡レベル公共投資事業の運営監理方法がマニュアル・ハンドブックに含まれている。	おおむね達成
	4-3	各県で 5 人以上の県計画投資局職員が、郡計画事務所や郡セクター部局を対象とした研修を実施できる体制になっている。	おおむね達成

成果 4 は郡レベルの公共投資事業の運営監理方法と能力強化の仕組みが構築された際に達成されたと考えられる。

中間レビュー実施時には、成果 4 に係るほとんどの活動が予定どおりに実施された。

- ・ MPI とその他関係者による郡レベルにおける公共投資事業運営監理に関する協議
- ・ ベースライン調査の実施とパイロット及びモニター組織の選出
- ・ パイロット組織における郡レベル公共投資事業運営監理に係るプロセスと研修内容の開発
- ・ モニター組織における郡レベル公共投資事業運営監理に関する研修準備

成果 4 の 3 つの指標のうち、中間レビュー時点では 2 つはおおむね達成、1 つは限定的に達成されていることが確認された。成果 4 の達成は可能であるものの、今後、公共投資事業に係る政治的影響といった外的要因が、公共投資法施行首相令の発令に影響を与えられ、公共投資事業自体がどのような方向性をもって運営監理されているのかどうかについて、現時点では不透明である。そのため、今後プロジェクトでは先述の首相令の発令状況や進捗状況について MPI と緊密な協力の下にモニタリングしていく必要がある。

指標 4-1: 計画投資省によって、郡レベルが順守すべき公共投資事業の策定及び運営監理の役割に関して、通達が出されている。

公共投資法施行首相令（案）では、郡レベルが遵守すべき公共投資事業の策定及び運営監理の役割が下記のように定められている。

District Administration responsible for:

- *Based on the priority plan set by the province and is relevant to the specific needs, geographic location and comparative advantage of the district and within budget allocation to propose public investment projects to provincial office or municipal for consideration and approval.*
- *Participate in preparation, inspection, management, control and facilitate activities for project implementation that belong to provincial and central agencies located in their district.*

Source: Unofficial translation of the Prime Minister's Decree on the Implementation of Public Investment Law (draft)

この公共投資法施行首相令（案）は2009年の公共投資法が制定されて以来、まだ発令されていない。MPIには先行公共投資事業の支払いに絡むさまざまな方面からの圧力がかけられており、これらの問題を解決して公共投資法施行首相令（案）が発令に至るまでには長時間を要すると考えられる。

一方、MPIは、党中央委員会が2011年3月に発表した地方行政組織である県・郡・村のそれぞれの役割に応じて行政能力強化を図る「3つの建設」方針、また、公共投資法施行首相令（案）によって、郡レベルが遵守すべき公共投資事業の策定及び運営監理の役割を明確にしようとしている。しかしながら、この「3つの建設」方針は、現在のところ各県の特定の3郡のみにしか適用されず、最近になってようやく実施され始めたというのが現状である。

このように、現在のところ、郡レベルが遵守すべき公共投資事業の策定及び運営監理の役割が、郡レベルに対して明確に通達されているとはいえない。公共投資法施行首相令（案）の発布及び他の政令発令によって、郡レベルの役割をより明確にしていくことが求められる。

指標4-1は中間レビュー時点では達成されていない。本指標は公共投資法施行首相令（案）の発令もしくは他の政令発令によって達成される可能性があるものの、政治的圧力という外部要因により、公共投資法施行首相令（案）が発布に至るまでには長時間を要すると考えられ、本指標の達成は限定的であると判断せざるを得ない。

指標 4-2: 郡レベル公共投資事業の運営監理方法がマニュアル・ハンドブックに含まれている。

郡レベル公共投資事業の運営監理方法は、既に中期公共投資計画のマニュアル・ハンドブック（案）に盛り込まれている。これらのマニュアル・ハンドブックは完成後、MPIなどによって承認される予定である。

質問票に対する回答の結果、87%がハンドブックはよりよい公共投資事業の運営管理に役立つと回答した。その他の回答は以下のとおりである。

- ハンドブックは読みやすく分かりやすい。(74%)
- 公共投資事業の優先順位づけが容易になる。(11%)
- ユーザーが使いやすい。(7%)
- 包括的 (5%)

このように、好意的な回答が目立った一方で、ハンドブックの内容が難しすぎる（17%）、フォームに記入する情報が多すぎる（13%）、記入に時間がかかりすぎる（4%）などの回答もあった。今後はこのような意見を基に、ハンドブックをより改善していく必要があると思われる。

表 3-4 成果 4 に係る質問票の回答のまとめ

No.	Questions	Answers		
		No. (N=23)	%	
4-1	What do you think of the draft handbooks (district level) supported by PCAP3?	Easy to read & understand	17	74%
		Comprehensive	5	22%
		Better management of PIP	20	87%
		User friendly	7	30%
		PIP prioritization became easy	11	48%
		Too complicated	4	17%
		Too many information required to complete the forms	3	13%
		Time-consuming reporting	1	4%
		Others	1	4%

Source: Questionnaire survey conducted for the mid-term review

より効率的な郡レベル公共投資事業を実施するためには、先述の公共投資法施行首相令（案）の発令は不可欠である。プロジェクトは今後も首相令の発令状況や進捗状況について、MPI と緊密な協力の下に、モニタリングをしていく必要がある。

指標 4-2 は中間レビュー時点では達成されていない。しかしながら、3 月には最終化され、6 月には承認される予定のマニュアル・ハンドブックの開発状況にかんがみ、事業終了時までには本指標は達成される見込みであると判断される。

指標 4-3: 各県で5人以上の県計画投資局職員が、郡計画事務所や郡セクター部局を対象とした研修を実施できる体制になっている。

本指標では、各県で5人以上のDPI職員が、DPOや郡セクター局を対象とした研修を実施できるようになることを目標としている。チャンパサック県におけるインタビューでは、出席した9人中7人のDPI職員が、計22人のDPOや郡セクター局職員に対して研修を実施したと回答した。また、ウドムサイ県でも、出席した8人中2人のDPI職員が、計22人のDPOや郡セクター局職員に対して研修を実施したと回答した。ウドムサイ県では研修を実施した際にDPIの予算を独自に利用した。ほとんどのDPI職員が、郡レベル職員に対して実施する研修には自信があると回答した。

今後は県レベルから郡レベルに対する適切な指導ができるよう、さらに県レベルの能力強化を図っていくことが望まれる。

中間レビュー時点では、指標 4-3 はモニター及びパイロット県のみで達成されていることが確認された。しかしながら、これまでの本プロジェクトの経験と進捗状況から、事業終了時までには本指標が達成される見込みは高いといえる。

成果 4 に係る指標の進捗状況を総合的に分析した結果、成果 4 は事業終了時までにおおむね達成される見込みである。

3-4 プロジェクト目標の達成状況

プロジェクト目標	指 標		達成状況
計画投資省とその出先機関にあたる県計画投資局や郡の計画事務所において、中期的な枠組みの中で公共投資事業の運営監理能力が強化される。	P-1	次期国家社会経済開発計画 2016～2020 にリンクした中期公共投資計画 2016～2020 の策定ガイドラインが、計画投資省より中央省庁、県、郡に対して公式に通達されている。	おおむね達成
	P-2	完了事業の終了時評価が、完了事業の xx% 以上実施されている。	達成は限定的
	P-3	事後評価が、完了事業の xx% 以上実施されている。	達成は限定的
	P-4	ラオス側が申請する ODA 案件カウンターパートファンド申請書の ODA 案件情報の精度が向上（案件の情報がプロジェクトの実態に沿っている）し、ドナーと共有できている。	おおむね達成
	P-5	郡レベルで運営監理されている公共投資事業の数が増加する。	達成は限定的

プロジェクト目標は、MPI とその出先機関になる DPI や DPO において、中期的な枠組みの中で公共投資事業の運営監理能力が強化された際に達成されたと考えられる。プロジェクト目標に係る 5 つの指標の進捗状況及び 4 つの成果の達成状況から、事業終了時までにはプロジェクト目標はおおむね達成されると考えられる。

評価調査団は、現在のプロジェクト目標に係る指標 P-2 及び P-3 は不明瞭であり、プロジェクト目標の達成状況を確実に測定することができないと判断した。このため、これらの指標を変更し、測定可能なターゲットを設定することが求められる。

指標 P-1: 次期国家社会経済開発計画 2016-2020 にリンクした中期公共投資計画 2016-2020 の策定ガイドラインが、計画投資省より中央省庁、県、郡に対して公式に通達されている。

公共投資計画の策定ガイドラインは、NSEDP 策定の際に MPI から各中央省庁、県、郡に対して公式に通達される。本指標はこのガイドラインが次期 NSEDP（2016～2020）にリンクした中期公共投資計画 2016～2020 を明記し、通達された際に達成されたと考えられる。

中間レビュー時点ではこのようなガイドラインは通達されていない。2014 年 1 月から 3 月にも通達されると考えられ、プロジェクトは現在 MPI や同省を支援する UNDP と連携して、ガイドラインに中期公共投資計画 2016-2020 を明記することを試みている。

第 7 次 NSEDP の中間レビューでは、今後 3 年ごとに公共投資に係る歳入の中期見通しの試算を行う必要性が示されており、これは将来的に中期財政枠組みをつくっていくことにつながると考えられる。したがって、中期公共投資計画の策定は現在のラオス政府の方向性と合致している。

“Achieving the MDGs and exiting from the LDC status requires continuous and highly efficient public investments and framework for estimating budget required by the government in the future years. This means that there is a need for a forecast of resources required for the next three years for public investment (either from domestic resources, loans and credits). This forecast can be used to create the Medium-Term Expenditure Framework (MTEF) in the future.

Having such a framework will have a number of benefits, including much better predictability of capital funding and avoiding shortfalls. Time and cost overruns delay the benefits of public investment and could discourage development partners and therefore it is essential to ensure adequate resources for all projects in the PIP. New projects should not be in the PIP if adequate funding is not available. Capital and recurrent funding should be well synchronized, to ensure adequate recurrent funding to prepare the infrastructure that will be planned and implemented under the public investment Program.”

Mid-Term Review of 7th Five-Year National Socio-Economic Development Plan (2011-2015), MPI, 2013

質問票に対する回答でも、回答者全員が NSEDP にリンクした中期公共投資計画に賛成しており、よりよい公共投資計画の運営監理、効率性の向上、簡素化や費用効果の高い公共投資事業の運営に期待が寄せられている。

表 3-5 プロジェクト目標に係る質問票の回答のまとめ

No.	Questions	Answers		
			No. (N=69)	%
5-1	The current management of the public investment project is based on the annual investment framework in accordance with the annual NSEDP. Do you think the management of public investment projects should be conducted based on a 5-year NSEDP?	Yes	69	100%
		No	0	0%
	If Yes, Why?	Public Investment Projects are managed better in an mid-term planning framework	55	80%
		It's more simplified	18	26%
		It's efficient	37	54%
		It's cost-effective	7	10%
		Others	0	0%

Source: Questionnaire survey conducted for the mid-term review

現時点で指標 P-1 の達成状況を判断するのは時期尚早であるものの、ラオス政府が中期財政枠組みに対して着目している点や、政府職員の中期公共投資計画に対する反応から判断すると、事業終了までに本指標が達成される見込みは高いと判断できる。

指標 P-2: 完了事業の終了時評価が、完了事業の xx%以上実施されている。

指標 P-2 は、完了事業の終了時評価が実施されるようになった際に達成されたと考えられる。

終了時評価のツールやマニュアルは現在開発中であるが、パイロット組織で既に検証済みである。2014年3月には最終化され、6月には正式に承認される予定である。本中間レビューにおいては、ツールやマニュアルの質や内容について、関係者から高い評価を得られていることが確認された。

中間レビュー実施時点において、指標 P-2 は達成されていない。終了時評価をすべてのラオス国内の完了事業で実施することは不可能であり、現在の指標のままではその達成が困難である。終了時評価の対象事業を選定することによって、指標の達成は可能になると考えられ、今後、本指標の明確化及び改善が必要とされる。

指標 P-3: 事後評価が、完了事業の xx%以上実施されている。

指標 P-3 は、事後評価が実施されるようになった際に達成されたと考えられる。事後評価のツールやマニュアルは、2014年3月には最終化され、6月には正式に承認される予定である。

中間レビュー実施時点において、指標 P-3 は達成されていない。指標 P-2 同様、事後評価をすべてのラオス国内の完了事業で実施することは不可能であり、現在の指標のままではその達成が困難である。今後、本指標の明確化及び改善が必要とされる。

指標 P-4: ラオス側が申請する ODA 案件カウンターパートファンド申請書の ODA 案件情報の精度が向上 (案件の情報がプロジェクトの実態に沿っている) し、ドナーと共有できている。

指標 P-4 は、ラオス側が申請する ODA 案件 C/P ファンド申請書の ODA 案件情報の精度が向上し、ドナーと共有できた際に達成されたと考えられる。ODA 案件 C/P ファンド申請書とは、先行プロジェクトによって開発された SPIS のことを意味する。ODA 案件情報の精度は、SPIS に記載されている情報、プロジェクトドキュメント、AMP に記載されているプロジェクトの三者比較を行うことによって確認される予定である。

MPI-DIC が開発した AMP が既にウェブ上で閲覧可能となっているため、今後、中期公共投資事業のマニュアル及びハンドブックに盛り込まれる予定の ODA 案件情報管理のガイドラインの普及によって、その精度が向上し、ドナーと共有される見込みは高い。よって、事業終了時までには指標 P-4 が達成される見込みは高いといえる。

指標 P-5: 郡レベルで運営監理されている公共投資事業の数が増加する。

ラオス国内 1 首都 6 県で実施されたベースライン調査の結果によると、2011-2012 年に郡レベルで運営監理されている公共投資事業の数は 360 件であった。指標 P-5 では、事業終了時までにこれを増加させることを目的としている。

本指標は、公共投資法施行首相令もしくはその他政令が発令され、郡レベルが遵守すべき公共投資事業の策定及び運営監理の役割が、郡レベルに対して明確に到達された際に達成されたと考えられる。現時点でこれら政令は発令されておらず、郡レベルにおける公共投資事業の策定及び運営監理の役割が明確であるとはいえない。

本指標の達成には、ラオス政府の地方分権政策や公共投資事業の運営に関する方向性など、外部要因が大きく影響することが考えられる。そのため、今後公共投資事業の数が増加するかどうかについては現時点で判断することは難しい。

第4章 プロジェクトの実施プロセス

4-1 指標の変更

現行の PDM1.0 ではプロジェクト目標と成果1の指標が明確ではないため、現行の財政政策と一致し、プロジェクト目標の達成が適切に計測できるように、PDMの指標の改善を提言する。

プロジェクト目標 従前指標	課題	修正提案
【P-2】 完了事業の終了時評価が、完了事業の xx%以上実施されている。	・現在、完了間近の公共投資事業の案件数が多いため、本プロジェクト終了時までには全ての完了事業で終了時評価を実施することは不可能である。ただし、本プロジェクトが終了時評価の実施数等のスコープを決めることによって、指標が有効となる。	【新 P-2】 関連部署によって選定された完了事業の事業評価が実施され、維持管理計画が添付される。
【P-3】 事後評価が、完了事業の xx%以上実施されている。	・現在、完了間近の公共投資事業の案件数が多いため、本プロジェクト終了時までにはこれまでのすべての完了事業で事後評価を実施することは不可能である。ただし、本プロジェクトが事後評価の実施数等のスコープを決めることによって、指標が有効となる。 ・旧 P-3 は、旧 P-2 と結合し、新 P-2 となる。	
【P-4】 ラオス側が申請する ODA 案件カウンターパートファンド申請書の ODA 案件情報の精度が向上（案件の情報がプロジェクトの実態に沿っている）し、ドナーと共有できている。	・指標そのものには変更は不要だが、旧 P-2 と旧 P-3 が結合したため、繰り上がって本指標は新 P-3 となる。	【新 P-3】 ラオス側が申請する ODA 案件カウンターパートファンド申請書の ODA 案件情報の精度が向上（案件の情報がプロジェクトの実態に沿っている）し、ドナーと共有できている。
【P-5】 郡レベルで運営監理されている公共投資事業の数が増加する。	・指標そのものには変更は不要だが、旧 P-2 と旧 P-3 が結合したため、順次繰り上がって本指標は新 P-4 となる。	【新 P-4】 郡レベルで運営監理されている公共投資事業の数が増加する。

成果1 従前指標	課題	修正提案
【指標 1-2】 中期公共投資財務管理ガイドライン案 2016～2020 が、計画投資省により作成される。	・財務管理ガイドラインは、財務省 (MoF) との綿密な調整のうえで、政府が提唱する財務規律に係る政策にのっとった形で作成されなければならない。	【指標 1-2】 中期公共投資財務管理ガイドライン案 2016～2020 が、政府の財務規律に係る政策に則った形で、計画投資省により作成される。

4-2 実施プロセス

4-2-1 貢献要因

(1) 本プロジェクトで築かれた、国連開発計画（UNDP）や国連食糧農業機関（FAO）など、援助機関との強固なパートナーシップが、特に成果1と3の達成に貢献していると考えられる。以下に例を挙げる。

- 1) 中期公共投資計画の重要性が第7次国家社会経済開発計画（NSEDP）で示された。（UNDP との連携）
- 2) ODA 事業管理の質が向上した。（UNDP との連携）
- 3) 公共投資事業の評価フォーマットの質の向上が今後更に期待される。（FAO との連携）

(2) パイロット及びモニター組織は本プロジェクトからの技術的及び財政的支援がなくとも能力強化事業を継続する意志があり、このことは成果4の達成に大きく貢献すると考えられる。

4-2-2 阻害要因

(1) 公共投資法施行首相令（案）はまだ発令されていない。プロジェクト目標の達成状況は、この外部要因に大きく影響を受けると考えられる。

(2) NSEDP 2016-2020 のガイドラインの発行時期がまだ不明であり、プロジェクト目標、特に指標 P-1 の達成状況に大きく影響すると考えられる。

(3) 公共投資事業の終了時及び事後評価を実施するためには政府による正式な通達が必要になるが、残り少ないプロジェクト期間中にこれが達成できるかどうかについて判断し難い。

(4) 公共投資事業の維持管理費の捻出について、計画投資省（MPI）と MoF 間による協議が必要であるが、中間レビュー実施時点でこのような協議は実現されていない。

第5章 5項目評価

5-1 妥当性

政策面、日本政府の援助政策、プロジェクトデザイン、パイロット及びモニター組織の選定に係る妥当性を分析した結果、本プロジェクトの妥当性は高いと判断できる。

5-1-1 政策面の妥当性

ラオスでは第7次国家社会経済開発5カ年計画2011～2016（NSEDP）においては公共投資事業が重要な位置づけとなっている。また、第8次NSEDP 2016～2020においては公共投資事業の質やそれに伴う人材育成が重要視されることが確認されており、本プロジェクトが支援する計画投資事業の枠組みづくりと能力強化という目標と合致している。

近年ラオスは公共投資の拡大及び経常支出の膨張に起因する財務危機に直面している。政府は公務員給与の減額や新規の公共投資事業の優先順位づけなどを行い、財政状況を改善する努力を続けており、数年後には財政赤字が改善されていく見込みではあるものの、まだ油断を許さない状況であることには間違いない。よって、本プロジェクトが支援する中期公共投資計画及び中期公共投資財務ガイドラインは、特に公共投資事業に係る支出を抑制したいと考えるラオス政府のニーズに合致したものだといえる。

5-1-2 日本政府の援助政策

日本の援助政策では、外務省の対ラオス国別援助計画において「経済・社会インフラ整備」、「農業の発展と森林の保全」、「教育環境の整備と人材育成」及び「保健医療サービスの改善」が4つの重点分野とされている。本プロジェクトによるラオスのガバナンスの強化は、これら4つの重点分野に横断的に貢献する重要な位置づけであり、日本の対ラオス援助政策とも合致しているといえる。

5-1-3 プロジェクトデザイン

ラオス政府主導の公共投資事業が適切に審査、モニタリング、評価されることを目標に、MPIをカウンターパート（C/P）としてJICAは2004年11月～2007年10月まで技術協力プロジェクト「公共投資プログラムの運営監理能力向上プロジェクト（PCAP1）」を実施した。PCAP1では、ラオスの開発予算に合わせて事業審査ツールや財務・環境・社会分析等の運営監理手法をおのおの開発し、それらをマニュアルやハンドブックにまとめた。また、C/P機関であるMPIとDPIに対して能力開発モデルを策定し、それに基づいて同省及びモニター3県（ウドムサイ、カムアン、サラワン県）とモニター省庁〔農業省（MAF）〕を中心とした各組織への技術移転・普及を行った。

PCAP1終了後、PCAP1で開発した手法の更なる改善（予算編成・予算管理、セクタープログラム、郡レベルで実施される公共投資事業の運営監理、政府開発援助（ODA）C/Pファンドの監理）、21のツールの全国及び全省庁への普及、3公共投資法策定の支援を行うため、技術協力プロジェクト「公共投資プログラム運営監理強化プロジェクト（PCAP2）」を2008年3月～2011年8月まで3年半の間実施した。PCAP1から開発・改良を加え、公共投資事業の運営監理手法を網羅したマニュアル改訂版を作成し、全国への普及活動を実施、また公共投資法の発効（2009

年12月)やその実施細則となる首相令の準備に対する技術支援も行った。

第3フェーズ目となる本プロジェクトは、第1フェーズから継続して計画投資省(MPI)を支援してきており、先行プロジェクトで開発されたモデルやマニュアルをラオス政府のニーズに合わせて改善を続けている。

5-1-4 パイロット及びモニター組織の選定

本プロジェクトでは事業開始時に実施した調査を基に、パイロット及びモニター組織の選定を行った。パイロット及びモニター組織は、調査対象省庁や県での公共投資事業審査のカバー率、各県のセクター戦略と事業インベントリーの有無、県の税務構造などの情報を基に選出された。選出されたパイロット組織やモニター組織はこれまで先行プロジェクトにおいて協働してモデルを開発してきた組織であり、これまでの経験に基づいて効率よく支援を継続していける体制が整っている。

以上のことから、本プロジェクトの妥当性は高いといえる。

5-2 有効性

成果の達成状況から判断すると、成果達成のための改善が必要な部分があったり、外部条件に大きく左右される部分が認められたりするものの、事業終了時までにはプロジェクト目標はおおむね達成されると考えられ、中間レビュー時における有効性は中程度であると判断される。

5-2-1 プロジェクト目標の達成

プロジェクト目標に係る5つの指標の進捗状況及び4つの成果の達成状況から、成果達成のための改善が必要な部分があったり、外部条件に大きく左右される部分が認められたりするものの、事業終了時までにはプロジェクト目標はおおむね達成されると考えられる。また、プロジェクト目標の達成状況という観点から判断される有効性は、中程度であるといえよう。

一方、中間レビュー期間中に、有効性に貢献すると思われるいくつかの点を確認された。プロジェクト関係者の間では、中期公共投資計画はよりよい公共投資計画につながると好意的にとらえられており、プロジェクトによって開発されているマニュアルやハンドブックは、特に公共投資事業が直接実施されている地方レベルで重宝されている。また、本プロジェクト期間中に県職員の能力強化が進んでおり、今後地方レベルにおける公共投資事業の効果的な運営監理という基礎を築き上げたと考えられる。そのほか、プロジェクト関係者へのインタビューなどで以下のことが確認された。

- ・本プロジェクト期間中に研修を受けた県職員は、郡職員を対象とした公共投資事業の運営監理に関する適切な研修を実施することができるようになった。
- ・本プロジェクトのモデルとその経験は、マクロ経済セクターワーキンググループにおいて他の援助機関などに共有されている。
- ・パイロット及びモニター組織における県及び郡職員の、公共投資事業の運営監理における知識やスキルが向上した。
- ・パイロット及びモニター組織と協働して開発した公共投資事業の評価アプローチとその経験は、他のセクター事業にも応用が可能である。

5-2-2 成果とプロジェクト目標の達成に係る因果関係

成果とプロジェクト目標の達成に係る因果関係は適切である。しかしながら、事業終了までの限られたプロジェクト期間、省庁間の複雑な関係や、MPI の能力などを考慮すると、事業終了時までにはプロジェクト目標を達成することはそう簡単ではないと思われる。

5-2-3 成果からプロジェクト目標に至るまでの外部要因

プロジェクト・デザイン・マトリックス（PDM）バージョン 1.0 で示されている成果からプロジェクト目標に至るまでの外部要因は、適切に設定されている。現在のラオスの政治的、行政的システムのなかで、今後数年間に大幅な構造改革が行われることは考えにくく、設定されている「MPI 及びその傘下組織が、引き続き公共投資事業の運営監理の責任部署であり続ける」及び「中央省庁及び各県・郡のセクター一部局が MPI の示すガイドラインに従う」という外部要因が影響を受けることはないと考えられる。

5-3 効率性

本プロジェクトの効率性は高い。投入は第三国研修の不実施を除き、討議議事録（Record of Discussions : R/D）や PDM で示されたとおりになされている。現地業務費の支出については成果 4 の支出が他の成果よりもやや多いが、県及び郡レベルにおける能力強化の重要性にかんがみ、妥当であると考えられる。

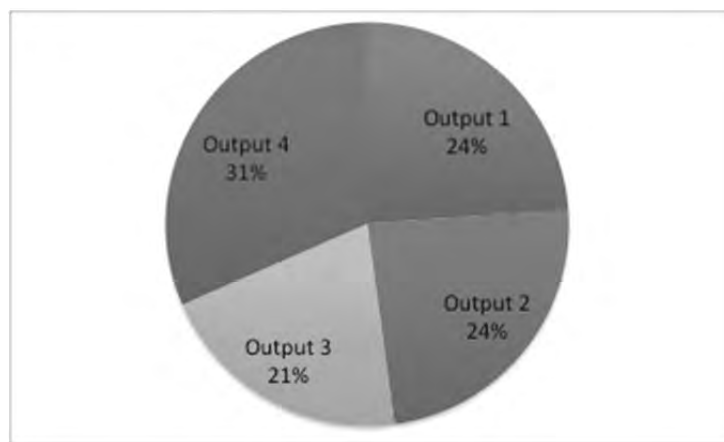


図 5-1 成果による支出合計（2014 年 1 月現在）

2013 年度における成果ごとの支出を分析した結果、ローカルスタッフ及び交通費の支出が最も多く、続いて賃貸、車両、研修及びワークショップに係る支出が多かった。本プロジェクトでは政府職員、特に県及び郡レベルの能力強化に重点を置いた活動が行われてきており、成果の達成状況からもこれらの支出は妥当であると考えられる。

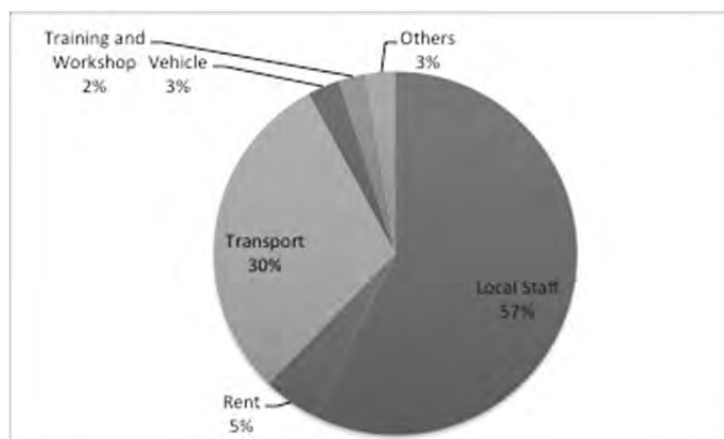


図5-2 支出費目による支出合計 (2014年1月現在)

今後はプロジェクト後半に向け、膨大な部数のマニュアル・ハンドブックの製本及び印刷に係る支出が想定され、その合計は1,263万1,320円に上ると想定されている。しかしながら、これらマニュアルの必要性、ユーザーである県及び郡レベル職員の全体数や利用者数を考えると、妥当であると考えられる。一方で、評価調査団によるインタビューでは県レベルや郡レベルのセクター部局はマニュアルを保有していなかったり、使われていないマニュアルが本棚に残っていたりしていることが確認された。今後はマニュアルがより多くのユーザーにいきわたるよう、CDやUSBなどの電子媒体による配布も検討されるべきである。

表5-1 本プロジェクトで開発されるマニュアルとハンドブックの詳細

[マニュアル]

Manual Name (provisional)	Contents
Manual for Public Investment Project Management	Covers all aspects of public investment project management. The flow to be incorporated in this manual will be based on the annual budget process. All stakeholders related to public investment management are the potential users.
Manual for Medium-Term Public Investment Management	Covers the methods and tools for preparing the medium-term public investment plan along with its medium-term budget planning on a rolling basis. DPI and planning department officials in central government organizations are the potential users.
Manual for Public Investment Project Evaluation	Covers methods and tools for conducting terminal and ex-post evaluation studies. The flow to be incorporated in this manual will be on the project cycle basis. Stakeholders related to public investment project management are the potential users. May have two versions; Ministry and Province.

[ハンドブック]

Handbook Name (provisional)	Contents
Handbook for MPI	A handbook designed for MPI-DOP, DOE and DIC staff on their specific duties for public investment management.
Handbook for DPI	Designed for DPI staff on their specific duties for public investment management based on the annual development budget formulation procedure. Contents include demarcation of work in MPI, DPI and Project Owners, and methods and tools for assessment and quarterly monitoring.
Handbook for Project Owners	Designed for project owners, with regard to their specific duties for public investment management on the annual development budget formulation

	procedure, and also from the project cycle viewpoints. Contents include issuance of the project proposal and progress report, monitoring, and handing over the project to the operating organization upon completion.
Handbook for Central Government Planning Departments	Designed for central government planning department staff for their specific duties of public investment project and program management, and procedural viewpoints of the five-year plan, annual plan and of the project cycle.
Handbook for District Planning Office	Designed for District-level Planning Office staff on their specific duties for public investment management based on the annual development budget formulation procedure. Contents include demarcation of work among provincial DPI, as well as sector offices and Project Owners in the district level. Contents include methods and tools to support district project planning, collection and compilation of project proposals, and project monitoring.
Handbook for District Sector Office and District Project Owners	Designed for sector offices project owners in the district level, with regard to their specific duties for public investment management on the annual development budget formulation procedure, and also from the project cycle viewpoints. Contents include issuance of the project proposal and progress report, monitoring, and handing over the project to the operating organization upon completion.

出典：プロジェクト資料

表 5 - 2 マニュアル及びハンドブックのページ数

Manual/Handbook	Page Estimation
Manual for Public Investment Project Management	240 pages
Manual for Medium-Term Public Investment Management	70 pages
Manual for Public Investment Project Evaluation	135 pages
Handbook for MPI	50 pages
Handbook for DPI	50 pages
Handbook for Project Owners	70 pages
Handbook for Central Government Organizations	70 pages
Handbook for District Planning Office	70 pages
Handbook for District Sector Office and District Project Owners	80 pages

表 5 - 3 マニュアル及びハンドブックの配布部数

Manual/Handbook	First Distribution (June 2014)	Training Distribution (September 2014 onwards)	Total
Manual for Public Investment Project Management	285	3,215	3,500
Manual for Medium-Term Public Investment Management	1,520	0	1,520
Manual for Public Investment Project Evaluation	300	2,700	3,000
Handbook for MPI	160	0	160
Handbook for DPI	400	0	400
Handbook for Project Owners	500	3,000	3,500
Handbook for Central Government Organizations	650	0	650
Handbook for District Planning Office	550	2,000	2,550
Handbook for District Sector Office and District Project Owners	550	7,400	7,950
DVD-ROMs	285	4,915	5,200

出典：プロジェクト資料

5-4 インパクト

中間レビュー実施時点では上位目標の達成見込みは判断できない。一方で、以下のポジティブな波及効果が見受けられた。

- ・他ドナーとの連携：アジア開発銀行（Asian Development Bank：ADB）は中期支出枠組み（Medium-Term Expenditure Framework: MTEF）を通じて、また、国連開発計画（UNDP）は NSEDP を通じて、中期公共投資計画及び財務ガイドラインの策定を支援している。
- ・MPI 大臣によって、本プロジェクトのツールを活用して公共投資事業の優先順位づけを行う委員会が設置された。
- ・県計画投資局（DPI）によって、今後も局内予算を利用して郡計画事務所（DPO）やセクター局の能力強化を継続する意志が確認された。
- ・DPI によって、セクター局や財務局などと協力して公共投資事業終了後の終了時評価や事後評価を実施していく意志が確認された。

上位目標	指標	達成状況
中央省庁及び各県・郡のセクター部局により、国家社会経済開発計画の目標に合致する中期的な枠組みを踏まえた適切な公共投資事業の運営監理が実施される。	1. 中期公共投資計画2016～2020が、ラオス政府の標準的な開発予算の策定及びモニタリングツールとして、中央省庁、県、郡によって活用されている。	検証不可
	2. 中期的な公共投資財務管理がなされたことによって、開発予算の負債額が減少傾向にある。	検証不可
	3. 完了した公共投資事業が当初計画通り運用・維持され、国家社会経済開発計画の目標達成に貢献している。	検証不可

5-5 持続性

中間レビュー時点においては、持続性が確保される見込みはおおむね高いと判断できる。一方、今後はプロジェクト終了に向けて MPI と出口戦略を検討し、持続性の確保に努めていくことが求められる。

5-5-1 政策・制度面

第7次 NSEDP の中間レビューにおいて、歳入の中期見通しの試算を行う必要性が示されており、本プロジェクトが支援する中期公共投資計画の策定は現在のラオス政府の方向性と合致している。そのため、DPI の後押しにより中期公共投資計画が策定する可能性は高い。また、同中間レビューでは公共投資事業の事前評価や事後評価の重要性も示されており、それらの実施が策定される可能性も高く、本プロジェクトのモデルがラオス政府の政策として策定されることにより、今後長期にわたって利用されていくことが期待される。

5-5-2 組織・財政面

中間レビュー時点では、本プロジェクト終了後にどのように運営費用を捻出していくかにつ

いて、MPI との協議はなされていない。しかしながら、県レベルで実施された研修の運営費用は県レベルで捻出され、今後は公共投資事業の一部として研修事業の計上が可能であることが確認されたように、人材育成に対するラオス側のコミットメントは高い。他方、国際協力局（MPI-DIC）が開発する ODA 案件管理データベース（AMP）に係る高額な年間維持費（年間約 1 万 USD）についてはまだ結論が出ておらず、今後も MPI 内で協議を続けていく必要がある。

5-5-3 技術面

本プロジェクトの活動を通じて 県、郡レベルにおける公共投資事業の運営監理に係る能力は大きく強化されている。DPI から郡セクター局及び DPO に対する研修実施の仕組みづくりも続けられており、本プロジェクト終了後も能力強化事業が継続されていく可能性は高い。一方で、マニュアル・ハンドブックは状況時応じて改訂されていくことが望ましく、改訂に係る費用の捻出方法については今後 MPI と協議をしていく必要がある。

第6章 結 論

中間評価ではプロジェクト目標及び各成果の達成に必要な活動のうち計画投資省評価局（MPI-DOE）内の取り組みについては、おおむね順調に進んでいることが確認された。他方、成果1（中期公共投資計画と財務管理ガイドラインの枠組み）及び成果2（公共投資事業を適切に運用・維持管理するための仕組み）については、予算編成を所管する計画投資省計画局（MPI-DOP）、財務省（MoF）財政政策局及び予算局との協議の進展は乏しい。

ラオスでは、国家社会経済開発計画（NSED）を統括する計画投資省（MPI）と歳入・歳出を統括する MoF が公共投資計画の策定及び実施にそれぞれの視点から関与している。公共投資計画自体は MPI 及び管下の県・郡の計画部局が承認するものの、この承認が必ずしも MoF からの予算配分と連動していないため、承認された公共投資計画に予算が十分に配分されない、あるいは完成後の運用・維持管理に必要な費用が確保できないケースがあり、公共投資による開発効果の発現が阻害されている。

このため、本件で支援する中期公共投資計画や運用・維持管理の仕組みを実効的にするには、それらの財源確保の要素を十分に踏まえる必要があり、かかる観点から公共投資予算の編成を所管する MPI-DOP、歳入見通しや経常予算の編成を所管する MoF 財政政策局及び予算局との情報共有と協働が不可欠である。

上記の点を踏まえ、本件プロジェクトの後半においては公共投資事業の運営監理及び国家財政運営の健全化の根幹となる成果1及び成果2に関して、上記関係部局との協議に十分な時間と労力を充ち、上述した課題に対する認識や対応策に関する相互理解の促進に向けた一層の努力が期待される。

第7章 提 言

- (1) 成果1と成果2に関する計画投資省（MPI）と財務省（MoF）の関連部局間の調整の強化
プロジェクトを現行の政府の財政政策に一致させていくためには、成果1と成果2の達成において、MPIの計画局（DOP）、MoFの財政政策局、予算局との十分な調整が必須である。成果1の中期公共投資計画枠組みと財政管理ガイドラインの形成においては、財政赤字のGDP比5%以内への管理や信頼できる歳入予測に基づいた歳出増の管理、MoFが作成する中期財政枠組みなど、現行の財政規律を確保する政策と一致する形で進める必要がある。また、2016～2020年の中期公共投資計画の策定ガイドラインの時宜を得た発出のためには第8次国家社会経済開発計画（NSEDP）の策定スケジュールに合わせることも必要である。
成果2の公共投資事業の終了後の維持管理の効果的な方策の確立については、維持管理費用の予算の条件や終了時及び事後評価の手法と手続きに関して MoF と合意を得るために更なる議論を行う必要がある。
- (2) 中期公共投資計画の枠組みやマニュアル・ハンドブックの作成における MPI 職員の更なる積極的参加の促進
本プロジェクト終了後に公共投資事業管理のツールの各省や県に対する普及や技術的支援を担っていくのは MPI であるため、中期公共投資計画の枠組みの開発やマニュアル・ハンドブックの最終化に関して MPI 職員の積極的な参加を更に促進していくことが重要である。これに関連して、公共投資事業の3カ年ローリング計画は中央と県のレベルでパイロットとしてプロジェクト終了までに導入することが必要である。プロジェクト終了後に第8次NSEDPの下で、MPIが3カ年ローリング計画を含む中期公共投資計画の管理の実施を指導し支援していく必要がある。また、MPIや県DPI職員に対して講師養成研修（ToT）や研修を計画サイクルの時間的枠組みに従って集中的に実施することも検討する必要がある。
- (3) 公共投資法の実施令の公布と追加のガイドライン、指示の検討
公共投資事業の効果的な運営監理のためには、詳しい手続きや規則が実施令に規定され、広く普及するために公布される必要がある。MPIは実施令の最終化を加速し、早急に公布することを検討する必要がある。また、プロジェクトを通じて開発された中期公共投資財政管理ガイドラインや終了時及び事後評価、他の公共投資管理手法や手続きについて、追加のガイドラインや指示という形で公式に発布し、その実施を担保する必要がある。
- (4) 公共投資事業における中央、県、郡の機関の役割と責任の明確化
Three Build Policyに基づき、公共投資事業の運営監理における中央政府、県、郡の役割と責任を明確にする必要がある。
- (5) 国家社会経済開発計画に基づく公共投資計画策定支援プロジェクト（PCAP3）のマニュアル・ハンドブックの普及方法の検討
プロジェクトで開発されたマニュアルやハンドブックは広く各省や県や郡の地方行政に普及する必要がある。効率性と効果の面からハードコピーとしての本が良いのか、ソフトコピー

としてのファイルか、ウェブベースか、その組み合わせにするのか、慎重に検討する必要がある。

(6) 評価委員会の構成

終了した公共投資事業の評価調査において、技術的及び財務的な持続性を確保するために、セクター省庁と MPI、MoF を含めた適切な評価委員会の構成を検討することが必要である。

(7) 開発パートナーのプロジェクトとの緊密な調整

プロジェクトの実施にあたっては、第 8 次 NSEDP の策定プロセスや中期財政枠組みの策定、公共投資事業にかかわる政府の他の改革イニシアティブに対して支援を行っている国連開発計画 (UNDP) やアジア開発銀行 (ADB)、世界銀行などの開発パートナーのプロジェクトとの緊密な調整と情報の共有を図っていくことが重要である。

(8) プロジェクト・デザイン・マトリックス (PDM) の改善

現行の財政政策と一致し、プロジェクト目標の達成が適切に計測できるように、PDM の指標の改善を提言する。プロジェクト目標と成果 1 の指標の改定案は付属資料 3 の修正 PDM に示されている。

第8章 団長所感

本件は、中期的枠組みでの公共投資事業の運営監理能力の強化というプロジェクト目標の下に、①中期公共投資計画と財務管理ガイドラインの策定、②公共投資事業の適切な運用・維持管理の仕組み、③ODA 案件情報の運営管理、④公共投資事業の運営監理に関する郡の能力強化、という4つの成果に向けた支援を行っている。成果3は情報管理という側面を対象としており、成果4の郡の能力強化を図るには中央政府における公共投資計画の承認、予算配分、実施、評価等の一連の制度整備が前提となることを考えると、成果1及び成果2の発現が本件プロジェクトを成功に導くために極めて重要となる。

第一に、成果1（中期公共投資計画等の策定）に関しては、昨年秋以降のラオス政府における財政規律強化の動きを十分に踏まえる必要がある。財政赤字の増加や政府内の資金繰りの悪化を受け、ラオス政府は計画投資省（MPI）、財務省（MoF）等の関係省庁から成る委員会を設立し、マクロ経済情勢の監視を強めている。公共投資事業に関してもそれまで黙認されてきた議会による予算承認のない公共投資事業の発注が違法であることが明確にされた。また、MoFにおいても中期的な財政枠組み（歳入及び経常予算）の検討に向けた動きがある。これらの動きに目を配り、関係部局と協働しながら、中期公共投資計画等の策定支援が進むことにより、その成果がラオス政府の抱える課題の改善に貢献することが期待できる。この観点から、成果1の指標に中期公共投資計画等のガイドラインが「ラオス政府の財政規律政策と整合的」に策定されることを明記した。

第二に、事業完了後の運用・維持管理の仕組みに関しては、本プロジェクトの前半では終了時・事後評価の手続き等の検討に労力が費やされた反面、維持管理費用のあり方に関するMoFとの協議や維持管理計画案の部分についてさほど進展がなかった。適切な運用・維持管理を実現するために終了時・事後評価は必要であるが、それだけで十分ではない。成果2が終了時・事後評価の制度づくりに矮小化されないようにプロジェクト目標の指標に「関係当局により選定されたプロジェクトに関し、」終了時・事後評価が実施され、「運用・維持管理計画が添付される。」ことを明記した。

上述のとおり、本プロジェクトが掲げる目標や成果を達成するには、計画投資省評価局（MPI-DOE）のみならず、計画投資省計画局（MPI-DOP）、MoF 関係部局との協議が必須である。今後の協力期間では、ラオス政府による財政規律強化の進捗に目を配りながら、また専門家からの求めに応じて JICA ラオス事務所もラオス政府との協議に参加しつつ、本件協力としての意義と成果をみせられるよう案件監理を進めていきたい。

付 属 資 料

1. PDM (バージョン 0.1)
2. PDM (バージョン 1.0)
3. PDM (バージョン 2.0)
4. 供与機材リスト
5. インタビューリスト
6. 面談記録
7. ミニッツ (M/M)

(仮)国家社会開発計画に基づく公共投資プログラム運営監視実施戦略策定プロジェクト PDM 案(目標・成果レベル)

プロジェクト名: (仮)国家社会開発計画に基づく公共投資プログラム運営監視実施戦略策定プロジェクト
 実施期間: 2012年3月～2015年9月 (3年7カ月)

カウンターパート機関: 計画投資省 計画局/評価局/国際協力局/各県計画投資局
 対象地域: ラオス全土

バージョン: 0.1
 作成日: 2011年9月22日

プロジェクト要約	指標	入手手段	外部条件
<p><上位目標></p> <p>中央省庁及び各県・郡のセクター一部局により、国家社会経済開発計画の目標と相致する中長期的な計画を踏まえた適切な公共投資計画の運営監視が実施される。</p>	<p>1) 中期公共投資計画2016-2020が、ラオス政府の開発予算の策定及びモニタリングツールとして認識され、中央省庁、県、郡によって活用されている</p> <p>2) 中期的な公共投資財務管理がなされたことにより、開発予算の負債額が減少傾向にある</p> <p>3) 完了した公共投資事業の効果が発現し、国家社会経済開発計画の目標達成に貢献している</p>	<p>MPIによる中期公共投資計画モニタリング結果と、事後評価レポート</p>	<p>・社会経済開発計画が、ラオス政府の国家目標であり続ける</p> <p>・ラオス経済が見込み通り成長する</p>
<p><プロジェクト目標></p> <p>計画投資省とその傘下組織において中長期的な公共投資計画策定の手法が備わり、公共投資事業の運営監視能力強化と、実施にかかわる組織内制度が確立される。</p>	<p>1) プロジェクト終了時まで、社会経済開発計画2016-2020にリンクした中期公共投資計画案2016-2020が、MPIより中央省庁、県、郡に対して公式に適用されている</p> <p>2) プロジェクト終了時まで、中期公共投資計画財務管理の見通しが、MPIより中央省庁、県、郡に対して公式に適用されている</p> <p>3) プロジェクト終了時まで、完了事業の終了時評価が定例的に実施されている</p> <p>4) プロジェクト終了時まで、事後評価が定例的に実施されている</p> <p>5) プロジェクト終了時まで、ODA運営監視の方法が確立され、それに準じたODA事業が開始している</p>	<p>MPIによる公共投資計画実施ガイドライン</p> <p>年次公共投資計画リスト</p> <p>MPI作成の終了時評価結果リスト</p> <p>MPI作成の事後評価結果リスト</p> <p>MPI作成のODA事業リスト</p>	<p>・計画投資省及びその傘下組織が、引き続き公共投資事業の運営監視の責任部署であり続ける</p> <p>・ODAがラオス政府の見込み通り継続される</p> <p>・ラオス政府の税収が見込み通りに伸びる</p>
<p><成果></p>			
<p>1. 中期的な公共投資計画が策定され、それを活用して財務状況がモニタリングされる</p>	<p>1) プロジェクト終了時まで、中期公共投資計画案2016-2020が、MPIによりまとめられている</p> <p>2) プロジェクト終了時まで、中期公共投資財務管理ガイドライン案2016-2020が、MPIによりまとめられている</p> <p>3) プロジェクト終了時まで、中期公共投資計画および中期公共投資財務管理ガイドラインの策定方法とモニタリング方法がマニュアル・ハンドブックに盛り込まれている(事例含む)</p>	<p>・中期公共投資計画案</p> <p>・中期公共投資財務管理ガイドライン案</p> <p>・改訂マニュアル</p> <p>・改訂ハンドブック類</p>	<p>ラオス政府及び計画投資省が、PIP予算の財務安定化に積極的に取り組む</p>
<p>2. 公共投資事業の終了時評価及び事後評価制度が構築される</p>	<p>1) プロジェクト終了時まで、計画投資省と財務省との間で完了した公共投資事業の事業評価や維持管理費用のあり方に関する協議がなされ、合意に至っている</p> <p>2) プロジェクト終了時まで、公共投資事業の終了時評価と事後評価の制度がマニュアル・ハンドブックに盛り込まれている</p> <p>3) プロジェクト終了時まで、終了時評価と事後評価の方法論やツールが省庁、県、郡の関連機関に普及している</p>	<p>・計画投資省と財務省との合意文書</p> <p>・改訂マニュアル</p> <p>・改訂ハンドブック類</p> <p>・研修レポート</p> <p>・メタ評価結果</p>	<p>財務省が、プロジェクトが提示した予算配分方法、終了時評価や事後評価の方法論や役割分担に合意する</p>
<p>3. ODA案件情報の運営管理方法が改善される</p>	<p>1) プロジェクト終了時まで、ODA案件の運営監視に関する方向性が各開発パートナーと合意される</p> <p>2) プロジェクト終了時まで、ODA案件の運営監視ガイドラインがマニュアル・ハンドブックに盛り込まれている</p> <p>3) プロジェクト終了時まで、ODA案件運営監視の方法論やツールが省庁、県、郡の関連機関に普及している</p>	<p>・各開発パートナーとの合意文書</p> <p>・改訂マニュアル</p> <p>・改訂ハンドブック類</p> <p>・研修レポート</p> <p>・メタ評価結果</p>	<p>各開発パートナーが、プロジェクトが提示したODA事業の運営監視法に合意する</p>
<p>4. 郡レベルの公共投資事業の運営監視能力強化の仕組みが作られる</p>	<p>1) プロジェクト終了時まで、MPIによって、郡レベルの公共投資事業の策定及び、運営監視の役割が策定され、明文化されている</p> <p>2) プロジェクト終了時まで、郡随事務所を中心とした公共投資事業の運営監視方法がマニュアル・ハンドブックに盛り込まれている</p> <p>3) プロジェクト終了時まで、県計画投資局職員が、郡随事務所や郡セクター一部局を対象とした研修を実施できる体制が整っている</p>	<p>・新しい郡の公共投資事業の策定及び運営監視のあり方を示した規定</p> <p>・改訂マニュアル</p> <p>・改訂ハンドブック類</p> <p>・県計画投資局随時養成研修レポート</p> <p>・郡レポート評価</p>	<p>政府による郡レベルに対する組織的な位置づけを現状の「統一的な開発を行う」から変更しない</p>

国家社会開発計画に基づく公共投資計画策定支援プロジェクト PDM1.0(目標・成果レベル)

プロジェクト名: 国家社会開発計画に基づく公共投資計画策定支援プロジェクト
 実施期間: 2012年3月～2015年9月 (3年7ヵ月)

カウンターパート機関: 計画投資省 計画局/評価局/国際協力局/各県計画投資局
 対象地域: ラオス全土

バージョン: 1.0
 作成日: 2012年4月30日

プロジェクト要約	指標	入手手段	外部条件
<p><上位目標></p> <p>中央省庁及び各県・郡のセクター一部局により、国家社会経済開発計画の目標に合致する中期的な枠組みを踏まえた適切な公共投資事業の運営監視が実施される。</p>	<ol style="list-style-type: none"> 1) 中期公共投資計画 2016-2020 が、ラオス政府の標準的な開発予算の策定及びモニタリングツールとして、中央省庁、県、郡によって活用されている 2) 中期的な公共投資財務管理がなされたことによって、開発予算の負債額が減少傾向にある 3) 完了した公共投資事業が当初計画通り運用・維持され、国家社会経済開発計画の目標達成に貢献している 	<p>計画投資省による中期公共投資計画モニタリング結果と、事後評価レポート</p>	<ul style="list-style-type: none"> ・社会経済開発計画が、ラオス政府の国家目標であり続ける ・ラオス経済が見込み通り成長する
<p><プロジェクト目標></p> <p>計画投資省とその出先機関にあたる県計画投資局や郡の計画投資事務所において、中期的な枠組みの中で公共投資事業の運営監視能力が強化される。</p>	<ol style="list-style-type: none"> 1) 次期国家社会経済開発計画2016-2020にリンクした中期公共投資計画2016-2020の策定ガイドラインが、計画投資省より中央省庁、県、郡に対して公式に通告されている 2) 完了事業の終了時評価が、完了事業の xx%以上実施されている(ベースライン調査で数値決定) 3) 事後評価が、完了事業の xx%以上実施されている(ベースライン調査で数値決定) 4) ラオス側が申請する ODA 案件カウンターパートファンド申請書の ODA 案件情報の精度が向上(案件の情報がプロジェクトの実態に沿っている)し、ドナーと共有できている 5) 郡レベルで運営監視されている公共投資事業の数が増加する。 	<p>計画投資省による公共投資計画実施ガイドライン 年次公共投資計画リスト 計画投資省作成の終了時評価結果リスト 計画投資省作成の事後評価結果リスト 計画投資省作成の ODA 事業リスト ODA カウンターパートファンド申請書メタ評価結果 年次公共投資事業リスト</p>	<ul style="list-style-type: none"> ・計画投資省及びその傘下組織が、引き続き公共投資事業の運営監視の責任部署であり続ける ・中央省庁及び各県・郡のセクター一部局が計画投資省の示すガイドラインに従う
<p><成果></p> <p>1. 中期公共投資計画と財務管理ガイドラインの枠組みが策定される</p>	<ol style="list-style-type: none"> 1) パイロット組織において中期公共投資計画案 2011-2015 が作成される 2) 中期公共投資財務管理ガイドライン案 2016-2020 が、計画投資省により作成される 3) 中期公共投資計画及び中期公共投資財務管理ガイドラインの策定方法とモニタリング方法がマニュアル・ハンドブックに含まれている 	<ul style="list-style-type: none"> ・パイロット組織中期公共投資計画案 ・中期公共投資財務管理ガイドライン案 ・マニュアル ・ハンドブック類 	<p>ラオス政府が、開発予算の財務安定化に積極的に取り組む</p>
<p>2. 公共投資事業を適切に運用・維持管理するための仕組みが構築される</p>	<ol style="list-style-type: none"> 1) 計画投資省と財務省との間で、完了した公共投資事業の評価や維持管理費用のあり方に関する合意がなされている 2) 公共投資事業の終了時評価と事後評価の方法やプロセスがマニュアル・ハンドブックに含まれている 3) 終了時評価と事後評価の方法論やツールが省庁、県、郡の関連機関に研修等を通して普及している(ベースライン調査にて具体的な数値目標設定) 4) 計画投資省から、終了時評価及び事後評価を実施する旨、正式通告が出る 5) 維持管理計画案を含んだ事業完了レポートを提出している公共投資事業が増加する(ベースライン調査にて具体的な数値目標設定) 	<ul style="list-style-type: none"> ・計画投資省と財務省との合意文書 ・改訂マニュアル ・改訂ハンドブック類 ・研修レポート ・メタ評価結果 ・計画投資省による通告文書 ・事業完了レポート 	
<p>3. ODA 案件情報の運営管理方法が改善される</p>	<ol style="list-style-type: none"> 1) ドナーと政府側の双方が、カウンターパートファンド情報を含めた ODA 案件情報を閲覧することができる。 2) ODA 案件情報管理のガイドラインがマニュアル・ハンドブックに盛り込まれている 3) ODA 案件情報管理の方法論やツールが省庁、県、郡の関連機関に普及している(ベースライン調査にて具体的な数値目標設定) 	<ul style="list-style-type: none"> ・ODA データベースとその閲覧範囲表 ・改訂マニュアル ・改訂ハンドブック類 ・研修レポート ・メタ評価結果 	
<p>4. 郡レベル公共投資事業の運営監視方法と能力強化の仕組みが構築される</p>	<ol style="list-style-type: none"> 1) 計画投資省によって、郡レベルが順守すべき公共投資事業の策定及び運営監視の役割に関して、通告が出されている 2) 郡レベル公共投資事業の運営監視方法がマニュアル・ハンドブックに含まれている 3) 各県で 5 人以上の県計画投資局職員が、郡計画事務所や郡セクター一部局を対象とした研修を実施できる体制になっている 	<ul style="list-style-type: none"> ・郡の公共投資事業の策定及び運営監視のあり方を示した通告 ・改訂マニュアル ・改訂ハンドブック類 ・県計画投資局講師養成研修レポート ・郡レポート評価 	

国家社会開発計画に基づく公共投資計画策定支援プロジェクト PDM1.0(活動・投入レベル)

<活動>	<投入>			
1-1. NSEDP2011-2015 に沿った中期公共投資事計画案と財務管理ガイドライン案を共同開発するパイロット組織及びモニター組織選定のためのベースライン調査を実施する。 1-2. パイロット組織とともに NSEDP2011-2015 に沿った中期公共投資計画案と財務管理ガイドラインを策定する。 1-3. 中期公共投資計画/財務ガイドライン案の共有セミナーを実施する。 1-4. 活動1-2 で策定した中期公共投資計画/財務ガイドライン案に基づいて、モニター組織で同計画及びガイドライン案を策定する。 1-5. 活動1-4 のモニタリング結果に基づいて中期公共投資計画/財務ガイドラインの内容を確認し、必要に応じて手順や内容を修正する。 1-6. 活動1-5の内容を反映した、2016-2020の中期公共投資計画と財務管理ガイドライン策定プロセスにかかるマニュアル・ハンドブックを作成する。 1-7. 2016-2020 中期公共投資計画案と財務管理ガイドライン案策定セミナーの準備をする。 1-8. 省庁、県を対象とした2016-2020 中期公共投資計画案と財務管理ガイドライン案策定セミナーを実施する。 1-9. 2016-2020 中期公共投資計画案と財務管理ガイドライン案の策定を支援する。	<日本側>	<ラオス側>	・政府による郡レベルに対する組織的な位置づけを現状の「統合的な開発を行う」から変更せず、郡レベルへの権限移譲に関する方針の発信が遅れない	
2-1. 公共投資事業完了後の維持管理費のあり方について、財務省と協議する。 2-2. 公共投資事業の終了時評価及び事後評価の手法や手順を策定する。 2-3. 事業評価調査のパイロット検証を行う。 2-4. 活動2-3の検証結果に基づいて手順を修正する。 2-5. 活動2-4の修正内容に基づいて、手法や手順をマニュアル・ハンドブックに反映させる。 2-6. 事業評価調査の方法に関する研修を準備する。 2-7. 事業評価調査の方法に関する研修を実施する。 2-8. メタ評価を実施して、事業評価のパフォーマンスを確認する。	専門家： チーフアドバイザー 予算/財務計画策定 事業評価 プログラム運営 村落開発/貧困削減 業務調整員	カウンターパート人員 ・プロジェクトディレクター： 計画投資省副大臣 ・プロジェクトマネージャー： 計画投資省内部局長クラス1人 ・副マネージャー： 計画投資省内部局長の副局長クラス2人 ・カウンターパート職員		
2-1. 公共投資事業完了後の維持管理費のあり方について、財務省と協議する。 2-2. 公共投資事業の終了時評価及び事後評価の手法や手順を策定する。 2-3. 事業評価調査のパイロット検証を行う。 2-4. 活動2-3の検証結果に基づいて手順を修正する。 2-5. 活動2-4の修正内容に基づいて、手法や手順をマニュアル・ハンドブックに反映させる。 2-6. 事業評価調査の方法に関する研修を準備する。 2-7. 事業評価調査の方法に関する研修を実施する。 2-8. メタ評価を実施して、事業評価のパフォーマンスを確認する。	その他人員 各専門分野のラオス人コンサルタント アドミニスタフ 運転手	カウンターパート研修 第三国研修(マレーシア:別スキーム) 本邦研修		前提条件
3-1. ODA 案件の公共投資計画枠内での標準化について、各開発パートナーと協議する。 3-2. ODA 情報管理に関するプロセスを策定する。 3-3. 新 ODA 案件でパイロット検証を行う。 3-4. 活動3-3の検証結果に基づいて手順を修正する。 3-5. 活動3-4の修正内容に基づいて、手法や手順をマニュアル・ハンドブックに反映させる。 3-6. ODA 案件の情報管理方法の研修を準備する。 3-7. ODA 案件の情報管理方法の研修を、開発パートナーと協働しながら実施する。 3-8. ODA 案件の情報管理のパフォーマンスをモニタリングする。	機材等 PC 等プロジェクト運営に必要な機材 プロジェクト車	施設 プロジェクト事務所 プロジェクト会議室 研修室		
4-1. 郡レベル公共投資事業の策定・運営監視のあり方について、MPI 内部及び関連部署と協議する。 4-2. 郡レベル公共投資事業の策定・運営監視方法の手順を共同開発するパイロット組織及びモニター組織選定のためのベースライン調査を実施する。 4-3. 郡レベル公共投資事業の策定・運営監視の手順と、その研修方法をパイロット組織とともに開発する。 4-4. モニター組織での郡レベル公共投資事業運営監視研修の準備をする。 4-5. モニター組織で郡レベル公共投資事業運営監視研修を実施する。 4-6. モニター組織における郡レベル公共投資事業の運営監視状況の検証を行う。 4-7. 活動4-6の検証結果に基づいて手順を修正し、マニュアル・ハンドブックに反映させる。 4-8. 郡レベル公共投資事業の策定・運営監視研修のための講師養成研修の準備をする。 4-9. 郡レベル公共投資事業の策定・運営監視研修のための講師養成研修を、県計画投資局に対して実施する。 4-10. 県計画投資局から郡レベルに対して実施した研修の評価を行う。		ラオス側負担コスト カウンターパート職員給与 研修費用の一部		

国家社会開発計画に基づく公共投資計画策定支援プロジェクト PDM2.0(目標・成果レベル)

プロジェクト名: 国家社会開発計画に基づく公共投資計画策定支援プロジェクト
 実施期間: 2012年3月～2015年9月 (3年7ヵ月)

カウンターパート機関: 計画投資省 計画局/評価局/国際協力局/各県計画投資局
 対象地域: ラオス全土

バージョン: 2.0
 作成日: 2014年2月28日

プロジェクト要約	指標	入手手段	外部条件
<p><上位目標></p> <p>中央省庁及び各県・郡のセクター一部局により、国家社会経済開発計画の目標に合致する中期的な枠組みを踏まえた適切な公共投資事業の運営監視が実施される。</p>	<ol style="list-style-type: none"> 1) 中期公共投資計画2016-2020が、ラオス政府の標準的な開発予算の策定及びモニタリングツールとして、中央省庁、県、郡によって活用されている 2) 中期的な公共投資財務管理がなされたことにより、開発予算の負債額が減少傾向にある 3) 完了した公共投資事業が当初計画通り運用・維持され、国家社会経済開発計画の目標達成に貢献している 	<p>計画投資省による中期公共投資計画モニタリング結果と、事後評価レポート</p>	<ul style="list-style-type: none"> ・社会経済開発計画が、ラオス政府の国家目標であり続ける ・ラオス経済が見込み通り成長する
<p><プロジェクト目標></p> <p>計画投資省とその出先機関にあたる県計画投資局や郡の計画投資事務所において、中期的な枠組みの中で公共投資事業の運営監視能力が強化される。</p>	<ol style="list-style-type: none"> 1) 次期国家社会経済開発計画2016-2020にリンクした中期公共投資計画2016-2020の策定ガイドラインが、計画投資省より中央省庁、県、郡に対して公式に通告されている 2) 関連部署によって選定された完了事業の事業評価が実施され、維持管理計画が添付される。 3) ラオス側が申請する ODA 案件カウンターパートファンド申請書の ODA 案件情報の精度が向上(案件の情報がプロジェクトの実態に沿っている)し、ドナーと共有できている 4) 郡レベルで運営監視されている公共投資事業の数が増加する。 	<p>計画投資省による公共投資計画実施ガイドライン 年次公共投資計画リスト 計画投資省作成の終了時評価結果リスト 計画投資省作成の事後評価結果リスト 計画投資省作成の ODA 事業リスト ODA カウンターパートファンド申請書メタ評価結果 年次公共投資事業リスト</p>	<ul style="list-style-type: none"> ・計画投資省及びその傘下組織が、引き続き公共投資事業の運営監視の責任部署であり続ける ・中央省庁及び各県・郡のセクター一部局が計画投資省の示すガイドラインに従う
<p><成果></p> <p>1. 中期公共投資計画と財務管理ガイドラインの枠組みが策定される</p>	<ol style="list-style-type: none"> 1) パイロット組織において中期公共投資計画案2011-2015が作成される 2) 中期公共投資財務管理ガイドライン案2016-2020が、政府の財務規制に係る政策に則った形で、計画投資省により作成される 3) 中期公共投資計画及び中期公共投資財務管理ガイドラインの策定方法とモニタリング方法がマニュアル・ハンドブックに含まれている 	<ul style="list-style-type: none"> ・パイロット組織中期公共投資計画案 ・中期公共投資財務管理ガイドライン案 ・マニュアル ・ハンドブック類 	<p>プオス政府が、開発予算の財務安定化に積極的に取り組む</p>
<p>2. 公共投資事業を適切に運用・維持管理するための仕組みが構築される</p>	<ol style="list-style-type: none"> 1) 計画投資省と財務省との間で、完了した公共投資事業の評価や維持管理費用のあり方に関する合意がなされている 2) 公共投資事業の終了時評価と事後評価の方法やプロセスがマニュアル・ハンドブックに含まれている 3) 終了時評価と事後評価の方法論やツールが省庁、県、郡の関連機関に研修等を通じて普及している(ベースライン調査にて具体的な数値目標設定) 4) 計画投資省から、終了時評価及び事後評価を実施する旨、正式通告が出る 5) 維持管理計画案を含んだ事業完了レポートを提出している公共投資事業が増加する(ベースライン調査にて具体的な数値目標設定) 	<ul style="list-style-type: none"> ・計画投資省と財務省との合意文書 ・改訂マニュアル ・改訂ハンドブック類 ・研修レポート ・メタ評価結果 ・計画投資省による通告文書 ・事業完了レポート 	
<p>3. ODA 案件情報の運営管理方法が改善される</p>	<ol style="list-style-type: none"> 1) ドナーと政府側の双方が、カウンターパートファンド情報を含めた ODA 案件情報を閲覧することができる。 2) ODA 案件情報管理のガイドラインがマニュアル・ハンドブックに盛り込まれている 3) ODA 案件情報管理の方法論やツールが省庁、県、郡の関連機関に普及している(ベースライン調査にて具体的な数値目標設定) 	<ul style="list-style-type: none"> ・ODAデータベースとその閲覧範囲表 ・改訂マニュアル ・改訂ハンドブック類 ・研修レポート ・メタ評価結果 	
<p>4. 郡レベル公共投資事業の運営監視方法と能力強化の仕組みが構築される</p>	<ol style="list-style-type: none"> 1) 計画投資省によって、郡レベルが順守すべき公共投資事業の策定及び運営監視の役割に関して、通告が出されている 2) 郡レベル公共投資事業の運営監視方法がマニュアル・ハンドブックに含まれている 3) 各県で5人以上の県計画投資局職員が、郡計画事務所や郡セクター一部局を対象とした研修を実施できる体制となっている 	<ul style="list-style-type: none"> ・改訂マニュアル ・改訂ハンドブック類 ・県計画投資局講師養成研修レポート ・郡レポート評価 	

国家社会開発計画に基づく公共投資計画策定支援プロジェクト PDM2.0(活動・投入レベル)

<活動>	<投入>		
1-1. NSEDP2011-2015 に沿った中期公共投資事業計画案と財務管理ガイドライン案を共同開発するパイロット組織及びモニター組織選定のためのベースライン調査を実施する。 1-2. パイロット組織とともにNSEDP2011-2015に沿った中期公共投資計画案と財務管理ガイドラインを策定する。 1-3. 中期公共投資計画/財務ガイドライン案の共有セミナーを実施する。 1-4. 活動1-2で策定した中期公共投資計画/財務ガイドライン案に基づいて、モニター組織で同計画及びガイドライン案を策定する。 1-5. 活動1-4のモニタリング結果に基づいて中期公共投資計画/財務ガイドラインの内容を検証し、必要に応じて手順や内容を修正する。 1-6. 活動1-5の内容を反映した、2016-2020の中期公共投資計画と財務管理ガイドライン策定プロセスにかかるマニュアル・ハンドブックを作成する。 1-7. 2016-2020 中期公共投資計画案と財務管理ガイドライン案策定セミナーの準備をする。 1-8. 省庁、県を対象とした2016-2020 中期公共投資計画案と財務管理ガイドライン案策定セミナーを実施する。 1-9. 2016-2020 中期公共投資計画案と財務管理ガイドライン案の策定を支援する。	<日本側>	<ラオス側>	・政府による郡レベルに対する組織的な位置づけを現状の「統合的な開発を行う」から変更せず、郡レベルへの権限移譲に関する方針の発信が遅れない
2-1. 公共投資事業完了後の維持管理費のあり方について、財務省と協議する。 2-2. 公共投資事業の終了時評価及び事後評価の手法や手順を策定する。 2-3. 事業評価調査のパイロット検証を行う。 2-4. 活動2-3の検証結果に基づいて手順を修正する。 2-5. 活動2-4の修正内容に基づいて、手法や手順をマニュアル・ハンドブックに反映させる。 2-6. 事業評価調査の方法に関する研修を準備する。 2-7. 事業評価調査の方法に関する研修を実施する。 2-8. メタ評価を実施して、事業評価のパフォーマンスを確認する。	専門家:	カウンターパート人員	
3-1. ODA 案件の公共投資計画枠内での標準化について、各開発パートナーと協議する。 3-2. ODA 情報管理に関するプロセスを策定する。 3-3. 新ODA 案件でパイロット検証を行う。 3-4. 活動3-3の検証結果に基づいて手順を修正する。 3-5. 活動3-4の修正内容に基づいて、手法や手順をマニュアル・ハンドブックに反映させる。 3-6. ODA 案件の情報管理方法の研修を準備する。 3-7. ODA 案件の情報管理方法の研修を、開発パートナーと協働しながら実施する。 3-8. ODA 案件の情報管理のパフォーマンスをモニタリングする。	その他人員	施設	
4-1. 郡レベル公共投資事業の策定・運営監視のあり方について、MPI 内部及び関連部署と協議する。 4-2. 郡レベル公共投資事業の策定・運営監視方法の手順を共同開発するパイロット組織及びモニター組織選定のためのベースライン調査を実施する。 4-3. 郡レベル公共投資事業の策定・運営監視の手順と、その研修方法をパイロット組織とともに開発する。 4-4. モニター組織での郡レベル公共投資事業運営監視研修の準備をする。 4-5. モニター組織で郡レベル公共投資事業運営監視研修を実施する。 4-6. モニター組織における郡レベル公共投資事業の運営監視状況の検証を行う。 4-7. 活動4-6の検証結果に基づいて手順を修正し、マニュアル・ハンドブックに反映させる。 4-8. 郡レベル公共投資事業の策定・運営監視研修のための講師養成研修の準備をする。 4-9. 郡レベル公共投資事業の策定・運営監視研修のための講師養成研修を、県計画投資局に対して実施する。 4-10. 県計画投資局から郡レベルに対して実施した研修の評価を行う。	各専門分野のラオス人コンサルタント アドミニスタッフ 運転手	プロジェクト事務所 プロジェクト会議室 研修室	
	カウンターパート研修	ラオス側負担コスト	
	第三国研修(マレーシア:別スキーム) 本邦研修	カウンターパート職員給与 研修費用の一部	
	機材等	PC 等プロジェクト運営に必要な機材 プロジェクト車	

Annex 4: List of Equipment Provided by the Project

Project Title: Project for Establishing Public Investment Plan under NSEDP (PCAP3)								Project Number:
Counterpart Organization: Ministry of Planning and Investment, DOE								Department / Section / Office in Charge: JICA Laos Office
Duration of the project: 19th March 2012 – 31st September 2015 (3 years 6 months)								Project Scheme and Project Operating Agency PROJECT, IC Net Limited
Date of Registration in JICA Office DD/MM/YY	PCAP Office Administration Number	Description and Name of Equipment and Goods	Specification Standard	Quantity	Unit Price	Provider	Phone No.	Remarks
22/3/2012	1	Office Chair (Leeco Ts 411 F 407)		1	\$90	Panuvat Furniture	021.216.181	PCAP3 office
22/3/2012	2	Office Desk (Leeco)		1	\$300	Viengniyom Furniture	021-215181; 240379	PCAP3 office
28/3/2012	3	Desk Top Computer Monitor (LCD HP 18.5") Key Board USB +Mouse	HP Pro 3330 PC, Intel corei5-2400 Processor (3.0GHz,3MB L3 Cache), HDD 1000GB, Drive DVD Super-Multioptical, Drive, Ram 4GB, Warranty 1	1	6,450,000 kip	Jiro Computer	021-413888,453666 Fax: 021-453444	PCAP3 administration
5/4/2012	4	Fax Telephone (Panasoic)	KX -FT983CX-B	1	1,400,000 kip	Panasonic	021-254222	PCAP3 office
24/4/2012	5	Projector Acer X 1111A		1	3,299,000 kip	Jiro Computer	021-413888	for training (stored in PCAP3 office)
3/5/2012	6	Crodless phone (Panasoic)	KX-TG3711BX-B	1	567,000 kip	Panasonic	021-254222	PCAP3 office
3/5/2012	7	Lumix Digital Camera (Panasoic)	DMC-FH7GF-S	1	2,214,000 kip	Panasonic	021-254222	for training (stored in PCAP3 office)
3/8/2012	8	Stabilizers	LiOA 1,000W	3	535,000 kip	Sathaphone Electric Supplies	021-214545	PCAP3 office
6/8/2012	10	Canon PIXMA iP 100 Mobile Inkjet Printer	CANON IPV100	1	\$105.00	Micro-Info	021-454718, 264307	for training (stored in PCAP3 office)
6/8/2012	11	UPS	525 VA " Leonic"	1	\$328.00	Micro-Info	021-454718, 264307	PCAP3 office
18/10/2012	12	Laptop Computer (HP bag, Mouse, Mouse pad, Sticker Lao)	HP 1000-1126TU, CPU Intel Core i3-3110M (2.40GHz, 3MB L3 Cache) Size 14 inch, Memory 4 GB DDR3, Hard Disk 500 GB 5400 RPM, D-sub/VGA, HDMI, Bluetooth, Card Reader, Wireless Lan,	2	4,500,000 kip	X - COM Computer	021- 414071	for training, studies, workshops and business trips (stored in PCAP3 office)
21/6/2013	13	Screen 70"x 70" Tripot (180 cm x 180cm)		2	1,078,000 kip	Inter computer	021-261345, 264642, Fax: 450579	for training, studies, workshops and business trips (stored in PCAP3 office)
24/6/2013	14	Pointer OQER	for powerpoint	1	312,000 kip	Jiro Computer	413888, 453666 Fax: 453444	for training (stored in PCAP3 office)
24/6/2013	15	Sony Camera CX 220E	Free bag and Memory 4GB	1	2,727,000 kip	Jiro Computer	413888, 453666 Fax: 453444	for training, studies, workshops and business trips (stored in PCAP3 office)
24/6/2013	16	LCD Projector Acer X 1140A		1	3,510,000 kip	Jiro Computer	413888, 453666 Fax: 453444	for training, studies, workshops and business trips (stored in PCAP3 office)

5. インタビューリスト

Annex 5: List of Interviewees

Date	Name	Title	Organization
16-Jan	Department of Evaluation, MPI		
	Mr. Sengmany Keolungsy	Director General	MPI-DoE
	Department of Planning, MPI		
	Mr. Ounheune Chittaphong	Deputy Director General	MPI-DoP
17-Jan	Department of Evaluation, MPI		
	Mr. Phoukhong Bannavong	Former Director General	MPI-DoE
	Department of International Cooperation, MPI		
	Mr. Houmphanh	Deputy Director General	MPI-DIC
	Internal Evaluation Presentation at DoE, MPI		
	Mr. Ichiro Okumura	Chief Advisor	PCAP3
	Mr. Phouyong Sihalath	National Consultant	PCAP3
	Mr. Thongpak Mahahng	Technical Staff	DoE
	Ms. Oudalone Siphovong	Technical Staff	DoE
	Ms. Sompahth Souvanavong	Head of Department	DoE
	Ms. Kheunkham Bounvilay	Technical Staff	DoE
	Ms. Duangchang Inkeo	National Consultant	PCAP3
	Mr. Chindakone Kuaumeangchan	National Consultant	PCAP3
Ms. Mayuly Chamleunsab	National Consultant	PCAP3	
20-Jan	Planning Department, Ministry of Agriculture and Forestry		
	Dr. Tateva		MAF
	Ministry of Agriculture and Forestry		
	Ms. Phassabaikith Voraboudda	Staff	DOPC – MAF
	Ms. Lattana Soulibouth	Officer	DOPC – MAF
	Ms. Thippaphone Phiengvilaivanh	Staff	IRR – MAF
	Mr. Pasonexay Insisiengmay	Deputy director of division	IRR – MAF
21-Jan	Department of Planning and Investment in Champasack		
	Mr. Manila Onsavieng	Technical staff	DPI Champasack
	Mr. Kanya Bouaseesouk	Technical staff	DPI Champasack
	Mr. Vilakone Thongkeo	Technical Staff	DPI Champasack
	Mr. Vongphayloun Veokhoummevong	Deputy of planning	DPI Champasack
	Mr. Khamphong Souhyyachak	Technical staff	DPI Champasack
	Mr. Somphong Phonmysay	Deputy of evaluation	DPI Champasack
	Mr. Phoukhong Dnexasvieng	Technical staff CIS	DPI Champasack
	Mr. Khampachak Keophuvong	Technical staff of evaluation sector	DPI Champasack
	Mr. Boutup Buppavanh	Head of EVT sector	DPI Champasack
	Department of Agriculture and Forestry in Champasack		
	Mr. Somboun Oudomsin	Deputy head of irrigation section	Irrigation section, DAF
	Mr. Noupone Phommavanh	Head of irrigation development unit	Irrigation section, DAF
	Ms. Manila Onsavieng	Technical staff	DPI Champasack
	Mr. Souphakone Sysanaboun	Deputy head of planning unit	Planning and cooperation section
Department of Public Works and Transport in Champasack			
Mr. Souksavanh Phengphachanh	Head of planning section	DPWT	
22-Jan	Department of Planning and investment in Champasack		
	Mr. Bounlab Bobphavanh	Head of Evaluation Section	DPI of Champasack
	Mr. Somphone Phommexay	Deputy of EVT sector	DPI of Champasack
	Mr. Khampachak Keephuavong	Technical staff of EVT sector	DPI of Champasack
	Mr. Saithong Xayyavong	Director of DPI Champasack	DPI of Champasack
	Department of International Cooperation, MPI		
	Dr. Arounyadeth		MPI-DIC
23-Jan	Budget Department, Ministry of Finance		
	Mr. Teuame Bouphasiri		
	Mrs. Vhankhouane Sixaoun		
	Mr. Phoukham Soulat	Technical Staff	Information cooperation division
	Fiscal Policy Department, Ministry of Finance		
	Mr. Duangchay	Technical Staff	Fiscal policy department
	Mr. Vileth	Deputy chief of division	Fiscal policy department
24-Jan	UNDP-NSEDP		
	Mr. Nick Maddok	Chief Technical Advisor	MPI-DoP
27-Jan	Department of Planning and Investment in Oudomxay		
	Mr. Somvang Souliyaphone	Deputy director of DPI	DPI of Oudomxay
	Ms. Chanthala Xaybounheung	Head of admin office	DPI of Oudomxay
	Mr. Sorlasinh Kantesaly	Head of sector	DPI of Oudomxay
	Mr. Vongxay Siatailor	Head of evaluation sector	DPI of Oudomxay
	Mr. Singthong Chanthasolith	Technical staff	DPI of Oudomxay
	Mr. Thongkhan Vonglorm	Technical staff	DPI of Oudomxay
	Mr. Khamdeng Bounpasert	Technical staff	DPI of Oudomxay
	Mr. Phitsakhan Oudompae	Technical staff	DPI of Oudomxay
	Mr. Khamxay Oulayseng	Technical staff	DPI of Oudomxay
	Mr. Somphan Kosada	Technical staff	DPI of Oudomxay

28-Jan	Department of Planning and Investment in Oudomxay		
	Mr. Sorlasinh Khantisasy	head of evaluation sector	DPI of Oudomxay
	Mr. Vongxay Siatailor	Deputy head of sector	DPI of Oudomxay
	Mr. Thongkhan Vonglorm	Technical staff	DPI of Oudomxay
	Mr. Somphone Kosada	Technical staff	DPI of Oudomxay
	Mr. Khamsay Oulayseng	Technical staff	DPI of Oudomxay
	Mr. Nirdaphone Somsamath	Technical staff	DPI of Oudomxay
	Mr. Phitsakhon Oudompae	Technical staff	DPI of Oudomxay
	Mr. Singthong Chanthasolith	Technical staff	DPI of Oudomxay
	Department of Health in Oudomxay		
	Mr. Khamphai Souvandy	Deputy head of planning	DoH of Oudomxay
	Mr. Khounphanh Xayavong	Director of public health	DoH of Oudomxay
29-Jan	Asian Development Bank		
	Mr. Phanthoueth Louangraj	Senior Economics Officer	ADB
	Mr. Soulinthone Leuangkhamsing	Senior Economics Officer	ADB

6. 面談記録

日時 1月16日 9:00 - 9:30AM
武井所長ブリーフィング
参加者 武井所長、長岩、藤田

本調査に係る留意点

- プロジェクトデザインに基づいて進捗状況を確認。(→藤田)
- 近年ラオス政府が中長期枠組みに向けて動き出しており、今後の PCAP の方向性を確認。(→所長、専門員)
- 妥当性に係る部分が事業開始当初より変化しているため、現在の状況(財政状況等)を確認。(→藤田)
- プロジェクト実施費用、専門家費用など、プロジェクトのリソース配分を分析。(→藤田)
- 成果1、2は政策支援、3は援助管理システム構築支援、4はキャパシティビルディング支援となっているが、成果の重点性を考慮する必要があるかどうかを検討。(→所長、専門員、藤田)

ラオス近況

- MPI は公共投資に係る計画を委ねられている一方、MOF は全体の財政計画を担っている。しかし、公共投資に関しては MPI が計画をし、必要な予算を必要なだけ財務省から支出させる体制になっており、このために公共投資事業の増大による財政赤字が拡大している。その他、貿易赤字、為替差損益、公務員の給与値上げによる経常赤字も増大している。
- このような苦しい財政状況の中、財務省でも中長期枠組みを取り入れ、支出をコントロールする動きが出てきている。
- MPI の公共投資計画と MOF の財政計画の整合性について調査をし、どのようにすりあわせて行くかを分析及び協議していく必要がある。

日時 1月16日 10:00 - 12:30
PCAP プロジェクト ブリーフィング
面談者 PCAP3 奥村チーフアドバイザー
参加者 武井所長、藤田、長岩

(所長) 現在のラオスでは、MPI による計画と MOF による財政が分かれており、予算配分なしで計画・支出されている現状である。PCAP3 でラオス政府の財政赤字に対する貢献ができるのか、また、計画策定と財政裏付けをどのように結びつけ、どう支援をしていくのかを検討していきたい。

(奥村) 現在のラオスの制度を変えることは不可能。PCAP では現在のプロジェクトモデルをもって MPI を通じて MOF に働きかける事で、上記問題を解決していきたい。

(所長) PCAP で作成しているマニュアルを利用するのは実務レベルで、政策や予算の策定などはもう少し上のレベルではないか。(→上のレベルへの働きかけは可能か)

(奥村) 上のレベルで何が起きているかに関する情報を随時得る事は不可能。だが、PCAP では実際に政策に沿って実務を行うレベルに働きかけ、彼らの能力向上を支援することによって、政策運営の強化を図って行きたいと考えている。

(所長) PDM 成果2のところ、 「公共投資事業が実行される」という部分が入っていないのであれば、維持管理も実際できないのでは。完了している公共投資事業はあるのか。

(奥村) 現在のところ、公共投資事業が完了できない理由は予算的な問題がほとんどであり、事業開始前にきちんと予算作成及び管理ができていないからであると考えられる。PCAP では事業開始前の審査（アセスメント）や事業実施後の完了報告書の作成を徹底させることで、この問題に取り組んでいきたいと考えている。

(所長) 事業開始前の審査や事業実施後の完了報告書によって公共事業を査定して、例えば悪い部分があった場合、こういったフォローアップがされているのか。（例えば次年度予算配分に影響するなど）

(奥村) 現在のところそういったフォローアップや対策は行われていない。

(所長) 成果2に関して。PDM 上にある “costs for maintenance and operation” の意味を明確にするべき。現在の指標のままで、終了時まで達成できるのかどうかを検討すべきではないか。すなわち、成果の限定もしくは指標の見直しを検討すべきではないか。例えば、道路事業のみ、灌漑事業のみなど、分野を特定して指標の達成を目指すべきではないか。

(奥村) MPI の公共投資事業には道路事業から保健事業まで非常に多くの分野があり、分野を特定することは困難。また、成果をこれから変更することは難しく、新たな指標がこれ以上増える事は望ましくない。一方で、現在プロセスとして実施している内容を指標に落とす事は検討できるかもしれない。PCAP としては分野は特定しなくとも、現在の指標及び成果を達成できると考えている。

日時	2014年1月16日(木)午後
面談者	Mr. Ounheune CHITTAPHONG, MPI-DOP Deputy Director General
参加者	(調査団) 藤田、長岩 (PCAP3) 奥村チーフ

Overall progress of the PCAP3

- PCAP3 is a good example of the cooperation with MPI and JICA. PCAP has developed methods for the Public Investment Projects (hereafter PIP) from PCAP1 through PCAP3, and those methods of budget allocation and project prioritization etc. are used by the MPI. PCAP3 has contributed a lot to the better management of the PIP.
- However, there are some challenges too. Due to the higher demand of development and therefore PIP in the provinces, MPI is facing difficulties of the budget allocation while it tries to minimize the number of the PIP using PCAP3 methods.
- MPI minister is planning to set up a committee who selects priority projects based on the assessment conducted before the beginning of the PIP (using PCAP tools). This committee would be set up next year, 2014-2015. Either MPI vice minister or MPI

director general would chair the committee, and the member would include line ministries.

- Another concern is a turnover of the technical staff at MPI. New staff needs to be trained and the training should be provided continuously. If there will be PCAP4 after PCAP3, MPI will allocate counter fund to support such training. However, if there is no PCAP afterwards, MPI has to supply all the cost for training, which would be probably difficult.

Policy Environment

- Lao government is now moving towards the development of five-year PIP, which can assess the feasibility of the mid-term PIP and allocate budget appropriately. However, the contribution of Ministry of Finance (MoF) is not known yet.
- In the 8th NSEDP, Lao government is planning to use GNI in addition to GDP as a measure of economic development. The economic target of the 8th NSEDP would be more or less the same as the 7th NSEDP, 8% or more GDP.
- Goals of the 8th NSEDP would be similar to those of 7th NSEDP, including the LDC graduation, achievement of the MDGs etc. In addition, 8th NSEDP would focus on quality of implemented projects, emphasizing “effectiveness and efficiency,” “from quantitative to qualitative” across the areas. This will be translated as the implementation of quality PIP and more efforts on human resource development. Development focusing on environmental protection would be also another emphasis in the 8th NSEDP.

Maintenance fees of PIP

- I personally think that the maintenance fees should be included in the operating cost which MoF sets aside in the saving cost department (official name to be confirmed by the Project). The budget of the maintenance fees should be decided through the assessment, and should be requested to MoF.
- The maintenance fees of small scale (annual) projects could be disbursed by the asset department where they provide budgets for the building maintenance etc, and the maintenance fees of big scale (3-4 years) projects could be disbursed by the saving cost department.
- Currently the cost for the maintenance is being calculated as a percentage of the annual project cost (i.e. 1% of the project cost).

Suggestions or comments to PCAP3

- I overall agree with the direction with PCAP3. I would like to suggest that Project support training of MPI staff, and expand its target area to the new province, Xayasonbone.
- I believe PCAP3 has contributed to MPI to run and function itself with the solid approaches.

日時	2014年1月17日(金) 9:30-10:30AM
面談者	Mr. Phoukhong BANNAVONG, Director General of Department of Planning and Investment of Vientiane Capital
参加者	(調査団) 藤田、長岩 (PCAP3) 奥村チーフ、

Progress of PCAP3

- Overall progress of PCAP3 so fair as planned. Through PCAP 1 and PCAP3, full cycle of support to Public Investment Programme management has been provided. I particularly think the support to Output 4 is important to support the Lao

- government policy of “3 build,” which needs to be urgently implemented at all levels. Manuals and handbooks for the PIP management will be revised and sent to the higher authority for approval during PCAP3.
- The progress of Output 2 is also good. Methods and approaches developed under Output 2 have been applied to the Public Investment Projects on the ground in pilot and monitoring organizations. The publication of the training manuals would be an easy task.
 - On the other hand, I think the achievement of Output 1 and 3 would be difficult; Output 1 is a new approach, whereas Output 2 and 4 are considered as a continuation from PCAP2. PIP had been based on the annual planning, it had never been based on the mid-term planning. We need to consider how PIP framework would meet with the five-year NSEDP. In addition, the introduction of mid-term PIP will have to involve the Ministry of Finance, therefore, further discussion would be required to achieve this Output.

Key to success

- The key to success of PCAP3 is that it has involved high-level stakeholders such as ministers and different sectors (line ministries). Seeking cooperation from different sectors has contributed to the acknowledgement of the Project at all levels. Tools and manuals developed by PCAP3 are well acknowledged by the Lao government.

Observation of changes before and after PCAP3

- PCAP has made the PIP management better with the introduction of formats and manuals. We feel that it's now easier to handle Public Investment Projects and it's obviously easier for the project owners too. With PCAP approach, we now conduct a project appraisal (assessment) to assess the quality of applied projects with rating, and we advise the applicants to revise the projects if they do not meet certain standards. (PCAP2 contribution)
- Post-project evaluation, however, needs support from PCAP3. Currently there is no mechanism to evaluate the completed projects. We have recently pilot tested the post-project evaluation approach to one of the PIP project, the 10-year irrigation project, and verified that the approach would be applicable to other projects. Some small adjustments to the formats would be necessary but I didn't find any major difficulties to roll out this approach. Training of Trainers needs to be provided.

Sustainability

- Training of government officials at the district level would be possible because TOT would be provided during PCAP3.
- Training budget could be secured if it is included in the annual investment plan which each Province submit before the beginning of the fiscal year every year. PCAP3 should raise awareness of each Province to make sure such training cost is included in the annual investment plan. Human resource development is one of the government's priorities therefore it is unlikely that the National Assembly rejects such training costs.

Disbursement of maintenance costs

- It would be difficult and it will take time to reach the agreement. Planning with maintenance costs is a new concept. It would probably require a revision in the budget law or regulations in order to implement the disbursement of maintenance costs, but such a revision in the law and regulations would require long time (5-10 years). Prime Minister Decree could also serve as an enforcement, so another option is to revise the Decree of the PIP implementation, which has not been issued yet after the adaptation of the PIP Law.
- MPI and MOF are willing to cooperate each other to discuss the issue, and they acknowledge the necessity of the mechanism (for the maintenance costs). However, MPI and MOF are already under the pressure of lack of budget due to the large investment project costs, therefore, reaching an agreement would be difficult.

日時	2014年1月17日(金) 11:00AM-
面談者	Mr. Hounphanh, Deputy Director General of Department of International Cooperation
参加者	(調査団) 藤田、長岩 (PCAP3) 奥村チーフ、

ODA management

- AMP is an important tool for donors and development partners to see the donor-funded project profiles.
- AMP data is entered by development partners where as SPIS data is entered by the government officials. There are some discrepancies of information between AMP and SPIS. AMP can be accessed by development partners and DIC staff. Only a few DIC staff who is in charge of AMP can log-in and modify the information. All the other users can see data in AMP. Most of data entered in AMP corresponds to that of SPIS, but AMP only can generate a map that indicates the location of the projects. Eventually Provincial and District officials would be able to access AMP.
- AMP does not include information of the total amount of the counterpart fund from SPIS. AMP only shows the disbursed amount of the counterpart fund, which is entered by development partners.
- PCAP has contributed to us, and data from both AMP and SPIS are used for the annual Foreign AID Report (FAIR).

日時	2014年1月20日(月) 9:00AM
面談者	Mr. SAPHANGTHONG Thatheva, Deputy Director General, MAF M&E System Development Advisor, Council for Sciences and Technology, Ministry of Agriculture and Forestry
参加者	(調査団) 藤田、長岩 (PCAP3) 奥村チーフ、

Overview of ProMIS

- FAO has been providing an assistant to the Ministry of Agriculture and Forestry (MAF) to develop Project Monitoring Information System (ProMIS), a database tool to enable MAF recording and storing project implementation data and generating various project monitoring reports. It has been piloted in Vientiane Capital, Bokeo and Saravane provinces.

Differences from AMP and SPIS

- While AMP can provide only an overview of ODA projects, ProMIS provides far more detailed information on specific projects; MAF's village survey data is all stored in ProMIS and therefore ProMIS can generate maps and detailed data reports for specific planning purposes such as spatial planning.
- The counterpart fund is requested using the SPIS format, and once the project has been approved, data is entered and archived in ProMIS (F tools).
- Of all the ProMIS's five F tools, F5 is a terminal evaluation form. People tend to think that terminal evaluation can be complete only with the ProMIS data, but it's not true. Capacity building is still necessary among the government officials.
- F5 should correspond with PCAP3's terminal evaluation forms.

Monitoring and evaluation budget

- We budget 3-5% of the total project cost as monitoring and evaluation cost.

日時	2014年1月20日(月) 14:00PM
面談者	Mr. Pasonexay INSISIENGMAY, Deputy Head of Planning & Cooperation Division, Department of Irrigation, Ministry of Agriculture and Forestry
参加者	(調査団) 藤田、長岩 (PCAP3) 奥村チーフ、

Cooperation with PCAP3

- Three workshops have been organized for development of tools and methods of evaluation, which I found very important especially for the irrigation projects. Those tools and methods serve as standards for evaluation, contributing to efficiency, effectiveness, sustainability and cost-effective project implementation.
- Evaluation can help project owners and evaluators by analyzing inputs and outputs evaluating and evaluating the achievement level of project purpose according to the evaluation criteria. We have never conducted such an analysis before, but I think this kind of logic model of evaluation helps to manage projects better and efficiently use budgets.

Use of evaluation results

- Last year we used our own formats for the evaluation because PCAP3 formats were not available at that time. Once those formats have been approved, we will use them and we will see clearer how we can utilize evaluation results.
- I personally think results can be informed to the project owners to improve the project performance. For example, if the evaluation results are not favorable, the project cost will be cut down and the project owners will be advised to improve the quality of the project. However, at this moment, it is difficult to imagine how we could utilize the evaluation results as we haven't started yet; currently we conduct final inspections only to complete the projects.

Evaluation methods and formats

- I think the formats developed by PCAP3 are ok, meaning they are not difficult but not easy either. The difficulty is the collection of data required in the formats; data collection is the most difficult task due to lack of appropriate documentation within the government.
- The whole process of the evaluation takes approximately 2-3 months from the data collection, evaluation studies and reporting. Some projects do not have enough

documents to complete the process and therefore it takes more time. However, it is becoming easier for new projects because PCAP has provided a data collection and storage system (with the introduction of appropriate forms for PIP).

Understanding the concept of 5 evaluation criteria

- Our planning department has conducted training for project owners in Vientiane, Saravan and Bokeo provinces, and that training included 5 evaluation criteria. It was funded by FAO-ProMIS.
- Training could be continued with the budget requested as PIP every year. It was applied as a monitoring and evaluation training project, and the 5 evaluation criteria will be also covered during the training.
- Resource persons for the training could be 2 trainers from the planning department. In the meanwhile, Training of Trainers could be also budgeted if requested as one of the PIP.

Issues with operation and maintenance costs

- We acknowledge the difficulties of maintenance and operation particularly of the irrigation projects due to lack of those budget. In the past, the projects focused only on the construction, not the operation and maintenance. However, we are currently aware of the issues and the operation and maintenance costs are included in the projects, which is 2% of the total project costs. We think everything should be decided at the beginning of the project, including the operation and maintenance cost. For example, training of users (or committees) to generate maintenance costs from the user fees and evaluation costs are included in the project management cost (However, this cannot be used for operations and maintenance after the project).
- Prime Minister's Decree No. 26 issued in 1998 is a guideline informing donors to include operation and maintenance costs. It indicates the handover of irrigation projects.

Evaluation team formation

- I think it is easier to make decisions on details and "who will be responsible for what" when MPI and MoF are also part of the evaluation team. Probably some technical staff from MPI and MoF can be evaluation team members and they can report to their supervisors afterwards.
- However, there are many ongoing projects and therefore MPI and MoF staff wouldn't be able to participate in the evaluation team of all the projects. (Okumura)
- Nonetheless, I think each ministry should have their own evaluation team.
- Data collection system would be necessary to conduct appropriate evaluations. In the future, the linkage of evaluation data with ProMIS could be explored. (Okumura)
- Internet access with login information would be desirable.

日時	2014年1月21日(火) 9:15AM
面談者	Representatives from Department of Planning and Investment, representatives from Department of Evaluation, representatives from Department of International Cooperation in Champassak
参加者	(調査団) 藤田 (PCAP3) 奥村チーフ、

Midterm PIP

- Midterm PIP is a good method because projects will be organized and the budgets will be planned properly. Projects can be requested not only based on the demand but also on plans and budgets. I think it will reduce the budget deficit faced by Champassak province.
- Midterm PIP would contribute to the better management PIP based on the appropriate plan. Budgets and payment process would be properly monitored, and M&E implementation would be easier.
- Currently there are too much demand of the projects, but the midterm PIP would contribute to the better management with appropriate scope of budget and priority. In addition, annual PIP could be selected and prioritized based on the midterm PIP.
- With the application of PCAP tools to the midterm PIP, it would be easier to link annual SEDP with the mid-term NSEDP with the midterm PIP.
- Only concern we have is that if there are disasters and if emergency projects are necessary, planned projects might be affected due to the change in the priorities in the mid-term PIP. Since emergency projects have to be implemented immediately, other planned projects listed in the midterm PIP would have to be postponed.

Use of PIP manuals and handbooks

- We use PIP manuals and handbooks on a daily basis; during the assessment, project proposal writing, proposal submission and feedback to project owners.
- We find the handbook too thick – when we want to find some information in the manual, it is not easy to find that information due to the large volume of the manual. Contents of the manual are good and it is easy to understand because we have already attended the training and know what the contents are. (suggestion: index would be necessary)

Availability of PIP manuals and handbooks

- DPI has 10 copies (each department has 2-4 copies). Department of information and culture wants to have a copy but due to limited availability they are not provided. Districts also request a copy but they are not provided either. We feel that the number of copies is not enough.
- The use of softcopy data is possible at the provincial level because many officers have computers and sometimes iPads. However, officials at the district level need hardcopies because they do not have computers.
- At the provincial level, they have a good internet connection.

Pilot project evaluation of irrigation project

- Difference between the inspection and evaluation: Inspection is to check technical aspect of the projects, and to see how much (%) the project have completed. Evaluation looks into details from the beginning, including

implementation, and operation after the projects. It also examines 5 evaluation criteria.

- It is good to see if the project has achieved the project purpose and/or will achieve other aspects after the project, and if beneficiaries have received what they want.
- However, the only concern is that it takes too long to complete the evaluation. The format is 36 pages in total, and it takes about 2-3 months to complete all the process.
- Throughout the evaluation process, data collection part takes the most time. If there is a full set of documents, this wouldn't be a problem but due to lack of enough data it takes long.
- We keep project files but additional data is necessary to complete the evaluation report. It would be easier for DPI to instruct project owners to submit enough data if there is an official decree or instruction from the government. Currently DPI cannot do so due to the absence of such an official decree. (suggestion: inclusion of this clause in the decree)

Maintenance and operation plan

- Maintenance and operation costs can be included in projects if there is an official instruction or legal document for project owners.
- In the past, there were no tools of evaluation and the maintenance and operational costs were requested only when something is broken. The new evaluation method includes maintenance and operation plan but the official approval is necessary to implement it.
- Recently we have requested some budgets for evaluation although they have never done it before.
- In general, irrigation projects require a lot of small maintenance but this can be contributed by the water user group. When large maintenance is required, it should be requested to the government (through PIP).

Joint evaluation committee

- It would be possible to have a joint evaluation committee of MPI, MoF and MAF departments. In fact, it would be useful because planning and budgeting as well as the responsibility of maintenance & operation can be properly discussed and taken care by each department.

Budget of maintenance and operation

- If the maintenance costs less than 5 million kip, water user groups are responsible. If it costs more than 5 million kip, it should be requested to the government (through PIP). DPI has a recurrent cost but it's enough only for the office maintenance and cannot be spent for the project maintenance.

Training of Trainers

- 7 out of 9 participants at the meeting participated in the TOT conducted by PCAP3.
- We have already conducted training to 10 districts using the PCAP3 budget. Of 22 participants, 5 each from the 3 "3 build" districts and 1 each from the other 7 districts.

- Our confidence level of conducting training to districts is 80%. We still feel that documents and PowerPoint materials need some improvements.

Financial sustainability of training

- After PCAP ends, we can request training budgets from the domestic budget (PIP) using PCAP formats, either at the district or provincial levels. We are planning to conduct such training every year because tools develop almost every year.

Improvement of “3 build” districts

- “3 build” districts have been improving more than other districts; they understand 70% of the project management, including assessment and proposal writing. The remaining 30% is the understanding of inspection and evaluation. They do not know technical aspect of the projects such as irrigation and road construction either.

日時	2014 年 1 月 21 日 (火) 13:30PM
面談者	Representatives from Department of Agriculture and Forestry and representatives from Department of Public Works in Champassak
参加者	(調査団) 藤田 (PCAP3) 奥村チーフ、

General opinions about evaluation

- Evaluation tools and methods are useful for the PIP management. Filling the formats is not difficult but collecting data is the problem. If the projects have data based on the PCAP assessment formats, there are no problems, but there are some projects which do not have those formats.
- During the workshop, we found that the training materials are almost perfect and they are almost finalized for use.

Irrigation projects

- Currently there are 40 repair projects this year, with the budget less than 100 million kip. The number of repair projects is larger than usual because of flooding this year. Normally there are only 10 repair projects each year. There is one mega project which costs 383 billion kip.
- Smaller repairs could be managed by the community participation.
- There is no clear distinction to decide either PIP budget or the contribution from community participation. The office has a recurrent cost but is only enough for the office maintenance.
- Small repair less than 5 million kip is covered by the users, and bigger repair more than 5 million kip is covered by PIP. There’s no legal document to instruct these but they do so only with verbal agreements with communities.

Availability of PIP manual and handbooks

- We do not have any PIP manuals. We only have softcopy PIP formats provided by DPI.
- Having both hardcopies and softcopies would be desirable, and at least 1 hardcopy is necessary.
- Since we do not have hardcopies of PIP manuals, when we have difficulties in filling out the softcopy PIP formats, we ask DPI.
- The internet connection is available and is not so slow.

日時	2014年1月21日(火) 15:00PM
面談者	Planning Unit of Department of Public Works and Transport
参加者	(調査団) 藤田 (PCAP3) 奥村チーフ、

General opinions about PCAP

- I have attended all the training conducted by PCAP, from PCAP1 through PCAP3. I appreciate the project, because it has contributed to the better management of PIP including the whole cycle of planning, proposal writing, implementation, assessment and evaluation.

Evaluation methods and tools

- Evaluation looks into details compared to the inspection. In the past, we focused on the progress of implementation by percentage. But evaluation looks into the process of implementation and completion status.
- However, we are confused about the definitions of assessment, inspection and evaluation. They need to be clarified in the manual.
- PCAP4 evaluation formats are easy to fill in. We have used them for the pilot irrigation project this time, but I think those forms can be directly applicable to our works without any adjustments. Wording in the manual was clear enough too.

Maintenance and operation budget of roads

- In the past, maintenance and operation costs were included in projects. After the completion of the projects, some equipment was provided to the village management committees (VMC) for the maintenance such as management and cleaning of roads. But this system has been terminated. Currently in the “3 build” districts there are village public units. We request them to participate in the maintenance.
- This year, 20 roads repair with the budget of 29 billion kip was requested to PIP due to the damages from flooding in the area. However, none of the projects have been approved. The roads have not been repaired so far and they are still damaged.
- It was decided by the inspection committee. The decision (of not providing any budgets to road maintenance) was made because we didn't start the project with pre-investment because we were afraid of debts. They prioritized projects with pre-investment in other sectors.
- The road maintenance fund of Champassak province is less than 500 billion kip this year. The fund is listed under PIP but its management is conducted by MPWT. In the past there was an additional 1.8 billion kip which was generated from the road fees but it was terminated.
- It is good to have a financial plan attached in the evaluation report. However, I'm not sure how it's useful because of lack of budgets and damaged projects are normally prioritized.

Availability of PIP manual

- We do not have a PIP manual. DPI has provided us softcopies of PIP formats only.
- The internet connection is available but only with the USB key-based 3G internet.

日時	2014年1月22日(水) 9:00AM
面談者	Director of Department of Planning and Investment in Champasack
参加者	(調査団) 藤田 (PCAP3) 奥村チーフ、

Contribution of PCAP in general

- PCAP tools are useful for PIP management when the state budget is limited. It's been useful to control the budget and to make better investments.
- PCAP1-3 have promoted awareness of officials in the importance of PIP management, respecting laws and regulations, and systematic implementation of PIP.
- DPI has conducted trainings to the sector departments and trained them to follow the laws & regulations and formats. They have obtained the concept of macro management for the better future management of PIP.
- I am in general satisfied with the current achievement of PCAP. He is looking forward to receiving continuous assistance from PCAP particularly the human resource development area in the latter half of the project period.

Changes in PIP budget

- Champassak has an advantage of having a strong economy. Due to this, the province has exceeded revenue targets with more than 70 billion last year. However, the targets have not been achieved because we have increased the target – we achieved only 99% of the target.
- During the 1st quarter, 10% of the PIP have been paid.
- In 2013, more than 400 PIP were requested, and reduced down to 107 PIP based on the government meetings which consist of the minister, provincial governors and MPI. Only 86 projects were approved as the newly requested projects by the National Assembly in the end. Out of all the 297 PIP, these 86 projects are the newly requested projects and the rest of the projects are ongoing projects. Overall, the budget has increased this year (because the provincial revenue exceeded the targets).
- The selection and prioritization of the projects before the submission to the NA is based on the absolute and comparative assessment using the PCAP tools.

Instruction of PIP planning on budgeting

- MPI announces the budget ceiling in Feb-Mar for each province. The ceiling is decided based on the 7 criteria (population, poverty, no. of districts, no. of employees, provincial revenue etc.) and the MoF budgets.
- There are so many demands from the sector departments but we cannot accept all the projects due to the limited budgets. Having a budget ceiling is a good so that we can explain those sector departments why we have to cut some of their projects.

Midterm PIP

- The idea of having a midterm PIP is good so that we can calculate the budget based on the long-term strategy. It is easier for planners to plan too.
- In Champassak, ODA has increased by 50% while the domestic budget has increased only by 4-5% according to the 5 year plan.

Operation and maintenance cost

- We focus only on the construction part of the projects because of lack of budgets. The budget is not enough even only for the constructions.
- In Champassak, small maintenance projects are contributed by the communities. Big maintenance projects have to be requested but due to limited budget it's difficult for those projects to be supported.
- Only the repair projects, not maintenance and operation projects, can be requested to PIP. That said, only after something is broken, it can be requested as PIP.
- Due to the budget constraints (from the central gov), we have used the exceeded provincial revenue of 70 billion kip for the disaster recovery (50%) and for the debt payment (50%).

Changes after PCAP training

- Thanks to the PCAP training, I have observed that the performance of the staff has improved. They are more eager to learn new methods and formats, and they are learning well.

日時	2014年1月22日(水) 16:30PM
面談者	Dr. Anounyaded, Aid Effectiveness Division, Department of International Cooperation, Ministry of Investment and Planning
参加者	(調査団) 藤田、長岩 (PCAP3) 奥村チーフ、

Overview of AMP

- AMP was developed to monitor ODA projects, particularly the actual disbursement of projects by bilateral and multilateral donors. Initially monitoring of the government contribution was not the objective of AMP.
- Approximately 60-70% of the ODA projects' information is entered in AMP. However, data of emerging donors (China, Vietnam and India) are not there. Thailand has agreed to provide data but other ASEAN countries' data have not been reflected either.
- The primary objective of AMP was to make ODA become more transparent, according to the Paris Declaration.
- AMP is now public, and this public portal contains basic information of projects such as project costs and the disbursed amount in total.
- It also can search which projects have the government's contribution.

Cooperation between AMP and PCAP

- Originally AMP was not built for PCAP and therefore users have to know the tricks of getting appropriate information from AMP.
- Currently DIC is developing a user manual. Some contents need to be rearranged for PCAP. The user manual including the PCAP components is available in English, and it is expected to be finalized within 2-3 months earliest. The contents should be synchronized.

Constraints of AMP

- One of the constraints of AMP is that it does not specify if the expenditure shown in AMP is from the government's contribution or the donor contribution. Language is another constraint; currently all the contents are in English, and only the windows can be displayed in Lao language. There are some bug issues too.

- Another difficulty is the discrepancies of the project title between the donor data and the government's data. The difference from the translation between English and Lao is one of the causes. DIC is now trying to solve the issue by creating unique IDs by organization.

Future of ODA Project Management

- MAF supported by FAO, MONRE supported by FAO, MOH supported by WHO, and MoE, have their own database. Of these, MONRE has developed a database with half the price of DIC, using the local IT capacity. MONRE's database is expected to have information of both ODA and PIP.
- My plan is to use the MONRE database as a sample and advice other ministries to use the same framework and replicate the database. Then, all the database will be connected to the server in MPI so that MPI can store all the ministries' data.
- Development Gateway, the vendor for the AMP, has developed a database of ODA projects including both ODA and PIP in Nepal. It was easier to do so in Nepal because both the projects are managed by the Ministry of Finance in Nepal.

日時	2014年1月23日(木) 11:00AM
面談者	Mr. Sengmany KEOLUNGSY, Acting Director General of DoE, MPI
参加者	(調査団) 武田、藤田、長岩 (PCAP3) 奥村チーフ、

Overall comments on PCAP3

- In general I'm satisfied with the project progress. Since I'm newly assigned, I do not have any ideas about the future plan yet.
- I would like to request JICA to involve DoE staff more in the PCAP3 project so that they can continue the Project's work by themselves after the Project has ended. I have seen many other projects which do not involve the government staff and therefore they don't know what to do after the project has ended.

→ PCAP3 will end before the 8th NSEDP is adopted, therefore, it is important to handover the necessary skills and knowledge to the government staff for effective follow-up

日時	2014年1月23日(木) 14:00PM
面談者	Representatives from the Budget Department, Ministry of Finance
参加者	(調査団) 武井所長、武田、藤田、長岩 (PCAP3) 奥村チーフ、

Views on PCAP3's midterm PIP

- Midterm PIP and financial management is a good initiative. However, I'm worried about the staff capacity of MoF.

Linkage between MPI and MoF

- In fact, MPI and MoF are not working closely; the current practice is that based on the MPI's budget proposal, MoF considers the revenue collection every 6 months, taking into account the revenue capacity of MoF. MPI itself sets the budget ceiling.
- MPI gathers demands from other ministries, compile them with budget, and then they propose the budget to MoF. MPI and MoF discuss the budget considering the MoF's revenue condition.

- One of the issues at the provincial level is that each province face budget constraints and they have debts. MoF has announced that they are not responsible for those debts.
- The revenue collection is conducted not only for development budget but also for the current budget. But in many cases MPI proposes budgets exceeding the limits.

Strengthening financial framework for 2014-2015

- MoF has not discussed with MPI regarding the ceiling for the year 2014-2015.
- MPI, MoF, setor ministries and the government office has established a committee to consider projects and budgets. Some projects have been cut down due to the budget constraints. Priority new projects will not be cut.

Maintenance and Operation of PIP

- Project management cost of 1.5% is included in the projects, which can be used during the project implementation. However, keeping aside the budget after the project has completed would be difficult. There had been discussions among the ministries but no solutions so far.
- The budget is very limited now, and the government invests only for the most important and urgent projects. The government focuses on the construction (not the maintenance and operation).
- One option to generate the maintenance and operation cost is to collect contributions from people (such as toll gate fees).
- Currently the current budget is used mostly for the salary payment and is not enough for the maintenance.
- MPI has to be responsible for drafting the agreement on the maintenance and operation if necessary. With this draft, MoF and MPI can further discuss how to deal with the issue.
- If MPI drafts any policies, they should mention that the maintenance and operation costs shall be included in the project costs. This would be a good solution to the issue. However, currently the government is facing a serious budget constraints; the issue with the maintenance and operation costs could be useful only in the future (as the current situation does not allow the government consider the generation of maintenance and operation costs).

Budget ceiling

- Starting from this month (January), the formulation of PIP starts. The information collected in the provinces will be compiled and finalized in March or April.
- There will be a meeting chaired by DoP-MPI to be decided the macroeconomic targets (GDP) based on the last year's revenue. This meeting will be organized before the National Assembly, normally between March and May.
- The budget ceiling for development budgets and the current budgets will be set, and it goes to the governor's office before the submission to the National Assembly. After NA approves, the announcement of the budget ceiling will be made in August to all the ministries and the provinces.

日時	2014年1月23日(木) 15:00PM
面談者	Representatives from the Fiscal Policy Department, Ministry of Finance
参加者	(調査団) 武田、藤田、長岩 (PCAP3) 奥村チーフ、

Midterm PIP

- There is a TA from ADB to support the public expenditure framework. Currently we are collecting data to make a prediction of midterm-longterm expenditure framework. MoF, Ministry of Transport, Ministry of Agriculture and Forestry work together in this exercise.
- The model will be available in June, and staff training would start afterwards. Our plan is to adopt the model to the 8th NSEDP. MPI has not been involved in development of the model because the objective is to predict the current expenditure.
- The midterm finance framework needs to be discussed among MPI, MoF and BoL.

Issues with PIP

- At this moment, the actual expenditure is a lot higher than the plan outlined under the 7th NSEDP. The fiscal policy needs to be tightened urgently.
- The current practice is that based on the GDP growth target and inflation, how much MPI would need for investments is calculated.
- MPI has very high PIP expenditure, because PIP is the priority of the government and there are many practices of the pre-investments by PIP contractors. MoF is trying to advise the government to stop these (pre-investment) practices. However, in order to really halt these practices, any forms of official instruction (such as PM decree) would be necessary. MoF can request the government to issue such an instruction.

Ceiling of PIP

- Discussions on the ceiling is conducted with DoP-MPI every year.
- MoF is responsible for the current expenditure and MPI is responsible for public investments.
- MPI provides GDP growth rate and investment % out of the GDP. MoF has to follow this instruction from MPI.

World Bank

- WB supports MoF indirectly, such as through training and workshops.
- Although WB has its own economic projection over the next 5 years, it's not MoF's, the MoF provides data only.

Issue of current costs

- The current expenditure is large due to the doubled salary. The Decree No. 221 mentioned about the increase in salary of civil servants. Between 2011 and 2013, there was a 40% increase in salary, including the salary multiplier of 3000-4800 kip and benefits of 760,000 kip. MoF is now considering if the decree should be respected and if there is a way to get away with it because the fiscal policy needs to be tightened, otherwise the government's deficit will be very high in the near future. This year, benefits have been cut.

日時	2014年1月24日（金）9:00AM
面談者	Mr. Nick Maddock, Chief Technical Advisor, MPI-DIC/UNDP
参加者	（調査団）武田、藤田、長岩（PCAP3）奥村チーフ、

Financial management of PIP

- 7th NSEDP was not costed
- Instead of the (failed) MTEF, multi-year rolling public investment plan will be a good option. It doesn't have to deal with the ambiguous recurrent cost, but only the public investment costs which is more predictable. It is expected that the multi-year rolling public investment plan will capture 70% of the plan expenditure and it is easier than MTEF.
- The midterm review of the NSEDP indicates the necessity of the midterm PIP and multi-year rolling public investment plan.
- In principle MOF and MPI agree with the multi-year rolling public investment plan but the political will would be necessary to push it forward.
- The methodology of 3-year rolling plan is in place through PCAP3. Therefore, providing a technical assistance from JICA would be very important and necessary to realize this rolling plan.
- There are some issues with the capacity of MPI remain. Only a few staff is capable at MPI.

PIP management in near future

- Recent financial crisis affected the public investment. However, the forecast is manageable (4.2% deficit) although it's still under the very fragile condition. The cause of this financial crisis is the increased salary of civil servants, volatility in commodity prices and number of public investment (pre-investment). Recently the government cancelled the benefits, financing debts, and controlling public investments.
- The Deputy Prime Minister is tasked to reprioritize the PIP to reduce the number of projects.
- Ongoing projects are delayed due to financial crisis and the new projects are affected too.

Contents of 8th NSEDP

- The form of the 8th NSEDP has not been decided. The 7th plan is output-based plan, so I would like to support MPI to produce outcome-based plan for the 8th NSEDP. The directions will include LDC graduation, efforts on off-track MDGs. However, no clarity has been given in the form of the 8th NSEDP. Contents and timing are unknown either.
- NSEDP guideline has not been issued yet but it is supposed to be issued during this quarter (January – March 2014).

日時	2014年1月27日(月) 15:00PM
面談者	The representatives from DPI Oudomxay
参加者	(調査団) 武田、藤田、長岩 (PCAP3) 奥村チーフ、

General situation

- PCAP materials are in general appreciated by the users. It contains project assessment, monitoring and evaluation, and it's very useful to manage PIP.
- In the future, DPI has a plan to train all the districts. Training materials developed by DPI will be provided to districts and Kumbans. But the number of materials is not enough due to lack of printing budget.
- Some DPI officials have moved to other offices after they have been trained, so new staff needs to be trained again.
- The capacity of district officials is not high; therefore, having manuals, handbooks and training materials this very important for them. I would like to request PCAP to provide these materials to all the districts. It would be also good if MPI can come to monitor the training.
- I would like to request PC and projector, if possible.

PIP manuals

- DPI has participated in development of PIP manuals. We have observed changes in our daily work; management, priority, tasks, responsibilities have been made clear.
- With the PCAP manuals, positive impacts such as higher effectiveness and efficiency have been observed. DPI's staff capacity has increased.
- However, we are still waiting for the issuance of the decree of the implementation of PIP law to be guided with the clear responsibilities.

Last year situation in Oudomxay

- A total of 225 billion of public investment has been provided. Of these, 200 billion is for the construction of the stadium (national sport event).
- There was flooding in Oudomxay so emergency PIPs have been also provided. The cost for those operations remain as debts.

Midterm PIP

- With using the midterm PIP, the plan become more realistic with the analysis of the information. It is possible to implement the midterm PIP; tools require computers to calculate the cost but now the districts have computers so it would be possible.
- Oudomxay has developed 2011-2015 5-year PIP, but 2016-2020 PIP should be finished this year for the 8th NSEDP.
- The difference between 1 year and 5 year plan is that 5-year is good to see the overall direction of sectors.
- However, there is a concern that all the projects in the 5-year plan will not be implemented whereas all the projects in the 1-year plan will be implemented. Within 5 year, policy priority might change and the situation might change.
- So it's better to revise every year. If not, I'm afraid that the necessary projects that were not in the 5-year plan might be rejected if the projects are not in the 5-year plan.

Budget ceiling

- Every year, sector submits the budget request to DPI, DPI submits it to the province and the province submits it to the government.

- He allocation to sectors are decided based on the 7 criteria in the law (article 20 of PIP law).
- This year we requested 150 billion but received 38 billion only.
- There are debts (not pre-investment) because the government cannot pay on time due to lack of funding.

日時	2014年1月28日(火) 8:30AM
面談者	The representatives from DPI Oudomxay (technical staff only)
参加者	(調査団) 武田、藤田、長岩 (PCAP3) 奥村チーフ、

Development in districts with 3 build policy

- Districts are able to conduct bidding, project preparation, proposal preparation and the management of some projects of NGO
- DPI provides directions
- DPI provided training to districts utilizing PCAP budget. It has also provided another training using their own budget to one of the remote districts in November 2013, on planning, statistics and evaluation. The budget was disbursed from the DPI budget (technical support budgets to districts under the administrative budget) and district also contributed its budget. A total of 22 participated from districts, 6 from DPI.
- This year a total of 9 projects of Type 1 and 2 have been submitted from the districts following the Article 17 of the Public Investment Law. DPI checked the quality of the projects.
- The issue with the PIP is that the Type 1 and 2 project proposals are required to submit environmental impact assessment certificates, but conducting such assessment is costly.
- There are 29 sector departments in a province and a district.
- Project proposals are submitted from the sectors, then compiled at the district planning office, and sent to district governor, then to DPI.
- PCAP2 tools have been used and reprioritization of PIPs is conducted.

Training conducted by DPI

- When DPI conducted training to districts, DPI prepared training materials. DPI has a plan to conduct training inviting all districts in Feb.
- A total of 10 trainers and some observers participated in the TOT training in Oudomxay. Of these, only 2 has provided training to districts. They are fully confident in using the PCAP tools to conduct training.
- Training materials including PCAP forms, SEDP forms, and progress report formats were provided in CD to the participated districts.

PCAP manuals and handbooks

- Hardcopies of PIP manuals have been provided to all the sector departments at the provincial level, planning offices only at the district level as well as the district governors. Soft copies were provided to all the planning offices. He thinks hardcopies are necessary at the district level because some districts cannot open softcopies with their computer due to the software issues.
- Quality of new handbooks is good, as it's easy for the districts to work on the PIP management including proposal writing, reporting, analysis etc. They can also check their responsibility, a list of proposals to be submitted. They are useful at the district level. However, the approval of handbooks is necessary.

- It is better to have hardcopies as district officers have to visit fields and need hardcopies rather than softcopies. The form of booklets is a good idea, it is easy to carry everywhere.
- At least 2 sets of manual is necessary for each office. The priority should be given to planning offices of each sector department and directors. Ideally each office should have both hard and softcopies.

Existing 5-year PIP and PCAP's midterm PIP

- The difference between existing 5 year PIP and the PCAP's midterm PIP is that PCAP's plan contains more detailed information and priority projects. However, to use this, districts needs capacity building.
- The current PIP was approved by the provincial governor.
- The budget is just a total of the requested amounts, and it is not based on the discussion with the department of finance.

日時	2014 年 1 月 28 日 (火) 14:00PM
面談者	The representatives from the Department of Health
参加者	(調査団) 武田、藤田、長岩 (PCAP3) 奥村チーフ、

General situation

- Before 2013 DoH was using provincial budgets for the health investment but nowadays it's mostly from the central government
- There is 1 ODA at the provincial level, funded by EU. The project is about clean water, capacity building of midwife, nutrition and hygiene promotion.
- Health projects are focusing on MDGs but the budget is limited. More projects are needed to achieve the targets.

PCAP tools

- PCAP tools are useful to propose and evaluate projects.
- Projects are proposed but not all the projects are approved. When not approved, those projects are proposed to MoH.
- The target of health investment is 9% of the government expenditure including ODA. Normally 5-6% is allocated, but last year 8% was allocated.
- I think PCAP tools are effective if users use efficiently, understand steps of proposal writing and evaluation. However, it's not easy to write a proposal as it contains 5-6 pages.
- Training is indispensable.

Manuals and handbooks

- In my opinion, small handbooks are not useful as the letters are too small.
- A few copies should be left at the office, the rest of the copies can be provided in CD. If it's posted on the website, it should be posted by chapter as downloading might take time if it's a large volume.
- GIZ is planning to develop a website for DoP.

Training to districts

- Quarterly meeting with districts is conducted. We provide assistance to them in writing proposals, using the PCAP formats. It's a on-the-job training.

Sector SEDP

- The draft provincial SEDP to be submitted to MoH by Sep 2014.

日時	2014年1月29日(水) 8:30AM
面談者	The representatives from Xay district, Oudomxay
参加者	(調査団) 武田、藤田、長岩 (PCAP3) 奥村チーフ、

General situation

- Xay district is in urban area with 97 villages and 76,000 population. The economy is growing, society is stable. Mountain covers 85% of the district area. People are mostly engaged in agriculture.
- Before 2010 the district didn't have responsibilities in investment but now we have a responsibility to manage type C.
- We do not have enough skills in using PCAP tools so sometimes we use government forms.
- Not all the requested projects are approved. Normally only 5-10 projects are approved. Mostly about the infrastructure such as irrigation, school, road and water supply.

Training

- We have attended 3 training with PCAP; one time each for PCAP 1, PCAP2 and PCAP3.
- From the PCAP 3 training, we thought the formats are distinguished differently. In reality, we have local fund, community fund but the form says government and NGO. The forms should be revised based on the actual practices.
- Sector divisions haven't had training. DPO has capacity to provide training though. Sector divisions do not have enough knowledge in how to fill the forms so we have to send the forms back.
- At least one training per year would be good. Sectors have to be invited too.
- The training budget can be generated from the administrative budget of PIP.

Issues with the sector divisions

- They lack of staff, and staff capacity. They do not understand how to fill the forms. All the proposal documents are not prepared particularly when the new staff prepare them.
- Sectors always request more than the budget ceiling and it is difficult to deal with them. Recently sectors refuse to submit proposals because they say the projects are unlikely to be approved anyways.
- They make a lot of mistakes in filling the forms; for example, the source of fund should be from the administrative cost but written it's from the government source. Another mistake is the subject of the project which is not actually related to the projects.

Staff issues

- We have a problem of high staff turnover. We are planning to have TOT at the district level for all the districts in 2014-2015. But the organization of such training depends on the budgets.

PCAP handbooks

- Handbooks are important because they indicate how to use PCAP tools. Districts are eager to use. However, PIP decree has not been approved and we cannot use the handbooks.

SEDP

- SEDP is 80% complete, while we still need to discuss with sectors. PIPs are listed but not prioritized. The prioritization will be conducted in Feb with the sectors. Over the next 5 years, 104 projects with 400 billion kip are requested. Probably only 100 billion kip will be provided.

日時	2014年1月29日(水) 15:30PM
面談者	The representatives from ADB
参加者	(調査団) 武田、藤田、長岩 (PCAP3) 奥村チーフ、

ADB's assistance in Laos - MTEF

- ADB has been working on MTEF to avoid the projection only with the volatile resource sector income. It also works on the central and local budget, but there have been many policy changes and the budget law is still under amendment.
- The core working group has been set up. By June this year, various options of assistance from ADB to MoF will be discussed and the government can choose (workshop, training etc.).
- The budget is currently yearly basis. The government set the ceiling and allocate the budget.
- The technical advisor of ADB has received a direction for the financial reform from the minister.
- ADB is thinking of piloting MTEF at the education ministry.

ADB's assistance in Laos - PPP

- Another ADB's assistance is PPP with MPI and MoF, particularly the development of policy framework. PPP exists now but most of them are in the hydropower sector. ADB would like to pilot PPP in health and education sectors in the future.
- Government wants to submit the amendment of the budget law in June.
- ADB would like to assist stable income rather than income from the resource sector.
- The 1st consultation of PPP decree was organized in December, and the final decision will be made in March this year.

NSEDP and MTEF

- NSEDP should be linked to the revenue forecast. MTEF should be aligned with NSEDP, and the current target of MTEF span is 2-3 year.
- Pilot with 4 key ministries is planned before the 8th NSEDP starts in 2015.

Operation and Maintenance cost

- ADB and JICA should work together.
- MTEF and midterm PIP should coincide each other.

END

**Minutes of Meeting on Mid-term Review
between
The Japanese Mid-term Review Team
Japan International Cooperation Agency
and
Ministry of Planning and Investment of
the Lao People's Democratic Republic
on
Technical Cooperation Project
for Establishing Public Investment Plan under NSEDP**

The Japanese Mid-term Review Team (hereinafter referred to as “the Team”) organized by the Japan International Cooperation Agency (hereinafter referred to as “JICA”), headed by Mr. Koichi TAKEI, Chief Representative of JICA Laos office, conducted the mid-term review of the technical cooperation project for Establishing Public Investment Plan under NSEDP (hereinafter referred to as “the Project”) from 15th January to 4th February 2014. The Team had a series of discussions with the Ministry of Planning and Investment (hereinafter referred to as “MPI”) and other relevant organizations on the project, evaluated the achievement of the project, and exchanged views for further improvement of the project.

As the result of the study and discussions, the Team and MPI came to reach a common understanding concerning the matters referred to in the document attached hereto.

Vientiane, March 6th, 2014



Mr. Koichi TAKEI
Team Leader; Mid-term Review Team
Chief Representative
Japan International Cooperation Agency
JICA Laos Office



Dr. Khamlien PHOLSENA
Vice Minister
Ministry of Planning and Investment

**JOINT MIDTERM REVIEW
ON TECHNICAL COOPERATION PROJECT
FOR
ESTABLISHING PUBLIC INVESTMENT PLAN
UNDER NSEDP**

**Japan International Cooperation Agency
and
Ministry of Planning and Investment
Lao People's Democratic Republic**

February 2014

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- Annex 3: Project Design Matrix (Version 2.0) (Revised at JCC)
- Annex 4: List of Equipment Provided by the Project
- Annex 5: List of Interviewees

Abbreviations

ADB	Asian Development Bank
AMP	Aid Management Platform
DPI	(Provincial) Department for Planning and Investment
DPO	District Planning Office
FAO	Food and Agriculture Organization
GoL	Government of the Lao PDR
JCC	Joint Coordinating Committee
JICA	Japan International Cooperation Agency
LDC	Least Developed countries
MAF	Ministry of Agriculture and Forestry
M&E	Monitoring and Evaluation
MDG	Millennium Development Goal
MoF	Ministry of Finance
MPI	Ministry of Planning and Investment
MPI-DIC	Department of International Cooperation, MPI
MPI-DOE	Department of Evaluation, MPI
MPI-DOP	Department of Planning, MPI
MPWT	Ministry of Public Work and Transport
MTEF	Medium-Term Expenditure Framework
NCB	National Contribution Budget
NSEDP	National Socio-Economic Development Plan
ODA	Official Development Assistance
PCAP1	Project for Capacity Building in Public Investment Program Management
PCAP2	Project for Enhancing Capacity in Public Investment Program Management
PCAP3	Project for Establishing Public Investment Plan under NSEDP
PCM	Project Cycle Management
PDM	Project Design Matrix
PO	Plan of Operation
R/D	Record of Discussions
SEDP	Socio-Economic Development Plan
SPIS	Simplified Project Information Sheet
TOT	Training of Trainers
UNDP	United Nations Development Programme

1 Overview of the Mid-term Review

1.1 Summary of the Mid-term Review

To review actual inputs, activities and the implementation process, and compare the project purpose and output achievement levels against the latest Project Design Matrix (PDM) and the Plan of Operations (P/O). Through sharing mid-term review findings, and discussion with the Joint Coordinating Committee (JCC), a consensus on a direction for the remaining period of the project should be achieved.

1.2 The Schedule of the Review

Day	Date	Time	Planned Schedule
	9-Jan	Thu	0900 MPI/PCAP3 Internal Evaluation Meeting (1)
	13-Jan	Mon	0900 MPI/PCAP3 Internal Evaluation Meeting (2)
	14-Jan	Tue	1400 MPI/PCAP3 Internal Evaluation Meeting (3)
1	15-Jan	Wed	1000 Reporting internal evaluation report to Mr. Phoukhong & Mr. Sengmany
			- Ms. Fujita arrival
2	16-Jan	Thu	9:00 Preliminary Meeting in JICA Laos Office
			1000 Interview with PCAP3 Expert
			13:30 Visit to new MPI-DOE Director General Mr. Sengmany KEOLUNGSY
			14:00 Interview with MPI-DOP Deputy Director General Mr. Ounheune CHITTAPHONG (Output 1)
3	17-Jan	Fri	0930 Interview with former MPI-DOE Director General Mr. Phoukhong BANNAVONG (Overall, Output 2&4)
			1100 Interview with MPI-DIC Deputy Director General Mr. Hounphanh SOUKPRASITH (Output 3)
			1400 Workshop (Presentation of self-evaluation by DOE, DIC & DOP)
4	18-Jan	Sat	Documentation
5	19-Jan	Sun	Documentation
6	20-Jan	Mon	0900 Interview with ProMIS Dr. Mr. SAPHANGTHONG Thatheva (MAF Planning)
			1400 Interview with Ministry of Agriculture (Pilot Ministry) Mr. Pasonexay INSISIENGMAY, Deputy Head of Planning & Cooperation Division (Output 1, 2 & 3)
7	21-Jan	Tue	AM Flight from Vientiane to Pakse QV517 0630ETD 0745ETA
			PM Interview with Champasack Province (Monitor province) Output 1,2 & 4
8	22-Jan	Wed	AM Interview with Champasack Province (Monitor province) Output 1,2 & 4
			PM Flight from Pakse to Vientiane QV304 1300ETD 1350ETA
			15:30 Interview with MPI-DIC Aid Effectiveness Division (Dr. Arounyadeth) regarding ODA database
			- Mr. Takeda arrival

9	23-Jan	Thu	9:00	Mission team internal meeting
			11:00	Interview with MPI-DOE Acting Director General Mr. Sengmany KEOLUNGSY & PCAP3 Experts
			14:00	Interview with Ministry of Finance /Budget department (Output 1&2)
			1500	Interview with Ministry of Finance /Fiscal Policy department (Output 1)
10	24-Jan	Fri	0900	Interview with UNDP NSEDP support Project Expert Mr. Nick Maddok (NSEDP: Output 1)
			PM	Internal Meeting
11	25-Jan	Sat		Documentation
12	26-Jan	Sun		Documentation
13	27-Jan	Mon	AM	Flight from Vientiane to Oudomxay QV501 1150ETD 1240ETA
			15:00	Interview with Oudomxay Province (Pilot Province) (Output 1 &4) , DPI, Sector department, District
14	28-Jan	Tue	8:30	Interview with Oudomxay (Pilot Province) (Output 1 &4) , DPI, Sector department, District
			14:00	Interview with Oudomxay Public Health Department
15	29-Jan	Wed	8:30	Interview with Oudomxay (Pilot Province) (Output 1 &4) , DPI, Sector department, Xay District
			PM	Flight from Oudomxay to Vientiane QV509 1310ETD 1400ETA
			15:30	Meeting (Information sharing) with ADB
16	30-Jan	Thu	10:00	Meeting with MPI DOE, DOP, DIC
			PM	Internal Meeting
17	31-Jan	Fri	10:00	Meeting with with Dr. Khamlien PHOLSENA, Vice Minister of MPI
			PM	Finalisation of Evaluation Report
18	1-Feb	Sat		Finalisation of Evaluation Report
19	2-Feb	Sun		Finalisation of Evaluation Report
20	3-Feb	Mon	16:00	Report to Embassy of Japan
			-	Mr. Takeda departure
21	4-Feb	Tue	-	Ms. Fujita departure

1.3 Members

Japanese Side

Name	Designation	Title and Affiliation
Koichi Takei (Mr.)	Leader	Japan International Cooperation Agency (JICA), Chief Representative
Nobuhisa Takeda (Mr.)	Government Project Planning	JICA Senior Advisor
Yu Nagaiwa (Ms.)	Cooperation Planning	JICA Laos Office
Makiko Fujita (Ms.)	Evaluation Analysis	Asuka World Consultants Co., Ltd. Senior Consultant

Lao Side

Name	Designation	Title and Affiliation
Dr. Khamlien PHOLSENA	Project Director	Vice Minister of MPI
Mr. Phoukhong BANNAVONG	Project Manager	Director General of MPI-DOE
Mr. Ounheane CHITTHAPHONG	Deputy Project Manager	Deputy Director General of MPI-DOP
Mr. Houmphanh SOUKPRASITH	Deputy Project Manager	Acting Director General of MPI-DIC

1.4 Persons Interviewed

The following people were interviewed during the review (See Annex 5 for a full list of interviewees).

- Representatives from MPI
- Project C/Ps
- Representatives from DPI
- Representatives from Development Partners
- Project Experts and Project Managers
- Representatives from JICA Laos Office

1.5 Methods of the Mid-term Review

Review activities were conducted by the Mid Term Review Team, and its Activities included reviewing project documents, such as the Record of Discussions (R/D), the latest PDM (Annex-1), the PO and progress reports, minutes of meetings, questionnaire survey, interviews and discussions with the people and parties concerned. The Team undertook site visits/interviews at Vientiane, Champasack and Oudomxay. The results obtained from the site visits were used to scrutinize consistency with interviews held with project experts and counterparts from the Ministry of Planning and Investment (MPI).

The Team analyzed the collected data based on an examination of the project performance and implementation process, and the five evaluation criteria listed in the following table.

(1) Examination of the project performance and implementation process

Examination of the project performance	<ul style="list-style-type: none">• Were the inputs implemented as planned?• Were the outputs produced as planned?• Will the project purpose be achieved?• Is there any prospect that the overall goal will be achieved?
Examination of the project implementation process	<ul style="list-style-type: none">• Were activities implemented as planned?• Were there any problems in the method for capacity development?• Were there any problems in the project management system? (i.e. monitoring, communication within the project, etc.)• Does the project have a high recognition level within implementing organizations and counterpart organizations?• Did any problems occur during the process of implementing the project, or any other factors that influenced effectiveness?

(2) Five Evaluation Criteria

Items	Definitions
Relevance	Relevance of the Project is reviewed by the validity of the Project Purpose and Overall Goal in connection with the Government development policy and the needs of the target groups and/or ultimate beneficiaries in Lao PDR.
Effectiveness	Effectiveness is assessed as to what extent the Project has achieved its Project purpose, clarifying the relationship between the Project Purpose and Outputs.
Efficiency	Efficiency of the Project implementation is analyzed with emphasis on the relationship between Outputs and Inputs in terms of timing, quality and quantity.
Impacts	Impact of the Project is assessed in terms of positive/negative, and intended/unintended influence caused by the Project.
Sustainability	Sustainability of the Project is assessed in terms of institutional, financial and technical aspects by examining the extent to which the achievements of the Project will be sustained after the Project is completed.

(Source: JICA Project Evaluation Guideline, 2004, JICA)

1.6 Procedures of the Mid-Term Review

- (1) To review and analyse progress of the project including, the appropriateness of inputs and the level of achievement of project objectives and outputs.
- (2) To examine and agree upon evaluation questions, and to create an Evaluation Grid in accordance with the five evaluation criteria (Relevance, Effectiveness, Efficiency, Impacts and Sustainability).
- (3) To evaluate and analyse the project based on the results of a questionnaire, site visits and interviews with concerned parties, with the goal of creating a comprehensive review report.
- (4) To inform the Laotian and Japanese sides of the results of the survey and to sign a Minutes of Meeting (M/M) after both parties have agreed upon the results.

2 Outline of the Project

2.1 Background of the Project

In Lao People's Democratic Republic (Lao PDR), the Ministry of Planning and Investment (MPI) is responsible for, and authorized to manage and supervise all the public investment projects. MPI verifies the appropriateness of projects in each field, and reviews the development budget to be approved by the National Assembly. MPI is also assigned to regularly monitor and evaluate projects, and report to the National Assembly. However, MPI and its subordinate bodies, including the Department of Planning and Investment (DPI) at the provincial level and the district-level District Planning Office (DPO), have been facing capacity challenges in project management which hamper the effective implementation of public investment projects using the domestic development budget. Furthermore, the degree to which these projects contribute to the achievement of the targets set out in the government's five-year National Socio-Economic Development Plan (NSEDPlan) is unclear, resulting in major discrepancies in planning and implementation.

Given the situation, a Japan International Cooperation Agency (JICA) technical cooperation project was implemented between November 2004 and October 2007, entitled "Project for Capacity Building in Public Investment Program Management" (hereafter referred to as PCAP1), with the goal of ensuring that public investment projects led by the government of Laos (GoL) are assessed, monitored and evaluated appropriately. MPI acted as the counterpart organization for this project. Under PCAP1, management and supervision techniques, including project assessment tools and financial, environmental, and social analyses were developed and compiled as a manual, along with accompanying handbooks. A capacity-building model for MPI and DPI was also formulated, based on which a process of technology transfer and dissemination to various organizations was carried out, focusing primarily on MPI, three monitor provinces (Oudomxay, Khammuan, and Saravan), and a monitor ministry (the Ministry of Agriculture and Forestry).

After PCAP1 was completed, another JICA technical cooperation project was carried out from March 2008 to August 2011, entitled "Project for Enhancing Capacity in Public Investment Program Management" (hereafter referred to as PCAP2). A revised edition of the resulting manual, containing management methods and tools for public investment projects was compiled. This was an improved version of the manual formulated in PCAP1, and was involved in nationwide dissemination activities. Technical support was also provided to prepare for the Public Investment Law.

PCAP1 and PCAP2 increasingly improved the capacity of MPI and DPI to manage public investment projects, by developing, revising, and disseminating methods and tools for assessing, monitoring, and evaluating projects, as well as various forms for assessing projects. They also did so through training programs. The Public Investment Law was enacted in December 2009, prescribing the obligation to assess public investment projects, and positioning the methods and tools developed through PCAP1 and PCAP2 as national systems under the law.

In assessing public investment projects, efforts must be made to ensure transparency and accountability in project selection. In order to do so, training regarding the methods and forms involved must be carried out with a wider range of central government organizations and provinces. In order to promote further improvements in public investment projects, it is necessary to manage public investment projects within the medium-term financial management planning

framework and the NSEDP. As such, the further strengthening of the capacity of relevant organizations presents a challenge for the future.

To address the abovementioned issues and utilize outputs from PCAP1 and PCAP2, a new technical cooperation scheme has been agreed upon, to be implemented within the period from March 2012 to September 2015, entitled “Project for Establishing Public Investment Plan under NSEDP” (hereafter referred to as PCAP3).

In order to realize the primary objective of achieving sound project management that aligns with NSEDP targets, PCAP3 will develop methods and tools for public investment project management from a mid-term perspective, and further enhance the capacity of MPI, DPI and DPIO nationwide. More specifically, PCAP3 involves the following four approaches for achieving its primary objective: i) establish a mid-term public investment framework, ii) develop a process that ensures that project effects will be sustainable after the project completion, iii) improve the ODA project information management method, and iv) strengthen district-level public investment project management.

2.2 Summary of the Project

Item	Narrative Summary	
Overall Goal	<p>Sector ministries, government organizations and provincial/district sector departments manage public investment projects based on the mid-term public investment framework under the NSEDP</p> <p>Indicators:</p> <ol style="list-style-type: none"> 1) The Mid-Term Public Investment Plan 2016-2020 is utilized by the Lao Government in ministries, government organizations, provinces and districts as the standard development budget planning and monitoring tool. 2) The capital expenditure is managed in a mid-term basis and its debt is seeing reduction. 3) Positive and continuous effects that are contributing to the achievement of the NSEDP targets are found in completed public investment projects that are completed, operated and maintained as planned. 	
Project Purpose	<p>The Ministry of Planning and Investment and its subordinate organizations manage public investment projects through a Mid-Term Public Investment Plan and a comprehensive framework</p> <p>Indicators:</p> <ol style="list-style-type: none"> 1) A guideline to draft Mid-Term Public Investment Plan 2016-2020 that is related to the NSEDP 2016-2020 is officially announced from the Ministry of Planning and Investment to ministries, government organizations, provinces and districts. 2) Terminal evaluation studies for completed public investment projects are conducted (specific indicative figures to be determined through project baseline studies) 3) Post evaluation studies are conducted (specific indicative figures to be determined through project baseline studies) 4) Accuracy of information is confirmed through ODA counterpart fund request documents that the Lao side applies, and the information is shared with the donor projects 5) Increased number of projects that are managed in the district levels. 	
Outputs	1. A Mid-term Public Investment Plan and a financial management is established	1) A draft Mid-Term Public Investment Plan 2011-2015 is prepared in the pilot organizations.
		2) A draft Mid-term Public Investment Financial Management Guideline 2016-2020 is prepared by the Ministry of Planning and Investment.
		3) Methods to develop and monitor the Mid-Term Public Investment Plan and the Mid-Term PIP Financial Management Guideline are included in the manuals and handbooks.
	2. Measures for effective operation of public investment projects after its completion are established	1) The Ministry of Planning and Investment and the Ministry of Finance agrees on budget conditions including costs for maintenance and operation of completed public investment projects.
		2) Methods and procedures for terminal and post evaluation studies are developed and reflected in the manuals and handbooks
		3) Methods and procedures of terminal and post evaluation studies are known through training etc. to

		ministry, province and district organizations concerned (specific indicative figures to be determined through project baseline studies)
		4) The Ministry of Planning and Investment announces public investment projects that terminal and post evaluations will be conducted.
		5) Number of public investment projects that submit completion reports; with operations and maintenance plan attached; increases (specific indicative figures to be determined through project baseline studies)
	3. ODA project information management is improved	1) Development partners and the Lao Government are able to read ODA project information inclusive of counterpart funds
		2) A guideline on ODA project information management is included in the manuals and handbooks
		3) Methods and procedures of ODA project information management are disseminated to ministries, government organizations, provinces and district organizations concerned (specific indicative figures to be determined through project baseline studies)
	4. A mechanism of management and capacity development for district-level public investment projects is established	1) The Ministry of Planning and Investment develops and announces roles and responsibilities for district-level public investment project management
		2) Methods and procedures on district-level public investment project management are included in the manuals and handbooks
		3) More than 5 provincial Department of Planning and Investment officials are capable of conducting training to district planning offices and district sector departments

3 Results and Achievements of the Project

Details of the results and achievement of the Project are described in this section.

3.1 Inputs

3.1.1 Inputs from the Japanese Side

Table 1 shows the comparison of the planned (as per R/D of November 2011) and actual inputs from the Japanese side.

Table 1: Inputs by the Japanese Side, Planned and Actual

Plan (as per R/D of November 2011)	Actual (as of January 2014)
[Japanese Experts]	[Japanese Experts]
Chief Advisor	Long-term:
Expert for budget/financial management	(1) One (1) Chief Advisor
Expert for project evaluation	(a) 10 M/M (March 12 – June 13)
Expert for program management	(b) 7 M/M (Sep 13 – June 14)
Expert for rural development and poverty	(planned)

reduction Project coordinator	(2) One (1) Deputy Chief Advisor/Project Evaluation/Program Management (a) 9 M/M (March 12 – June 13) (b) 4 M/M (Sep 13 – June 14) (planned) (3) One (1) Budget/Financial Management (a) 5 M/M (March 12 – June 13) (b) 3 M/M (Sep 13 – June 14) (planned) (4) One (1) Rural Development Poverty Reduction/Budget/Financial Management (a) 4 M/M (March 12 – June 13) (b) 3 M/M (Sep 13 – June 14) (planned) (5) One (1) Rural Development/Poverty Reduction (a) 4 M/M (March 12 – June 13) (b) 2.5 M/M (Sep 13 – June 14) (planned) (6) One (1) Project Coordinator/Programme Management (First Year) (a) 4 M/M (March 12 – June 13) (7) One (1) Project Coordinator/Program Management (Second Year) (a) 2 M/M (Sep 13 – June 14)
[Counterpart Training in Japan] Third country training	[Counterpart Training in Japan] Not organized
[Equipment] (1) Vehicle (2) Desktop Computers (3) Laptop Computers (4) Printers (5) Office equipment and stationaries (6) Other materials and equipment for the project implementation upon mutual agreement	JFY 2011: 18,965,000 kip : 823 USD JFY 2013: 7,627,000 kip
[Project Operational Cost] Not mentioned	JFY 2013: JPY 13,705,504 JFY 2014: JPY 24,916,423 (planned)

3.1.2 Inputs from the Lao PDR Side

Table 2 shows the comparison of the planned (as per R/D of November 2011) and actual inputs from the Lao PDR side.

Table 2: Inputs from the Laotian Side

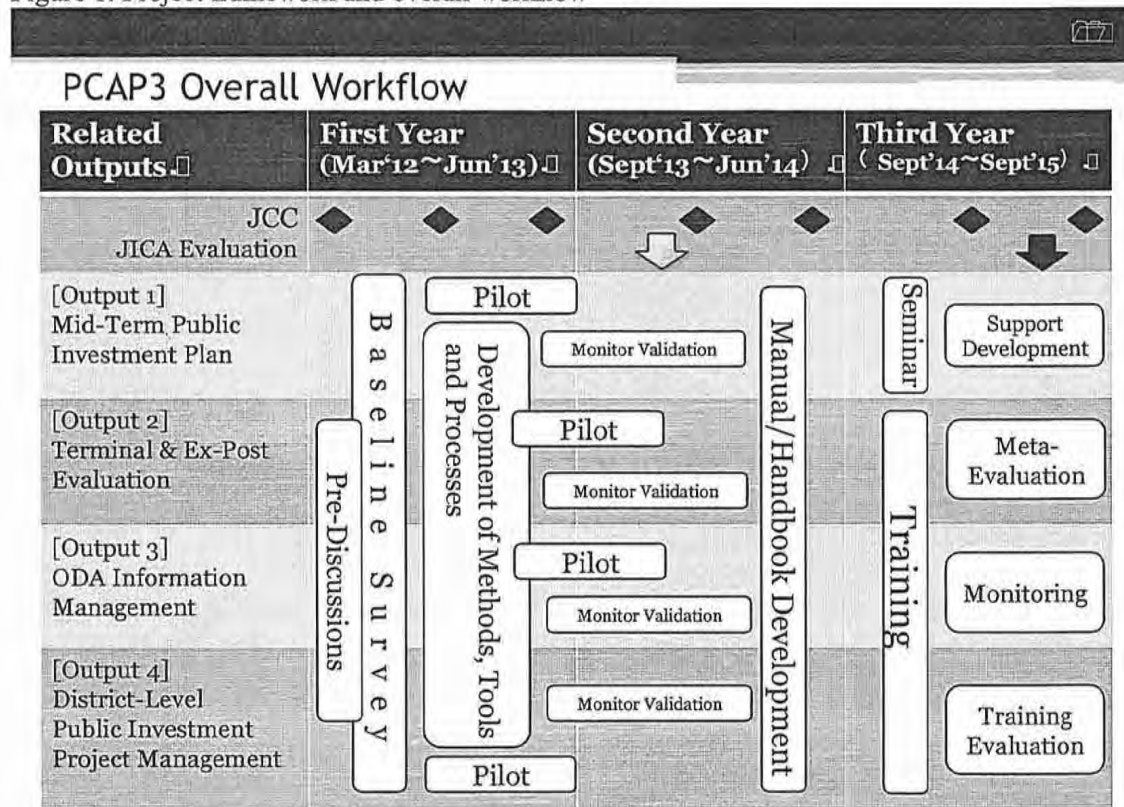
Plan (as per R/D of November 2011)	Actual (as of January 2014)
[Allocation of Counterpart Personnel] 1. Project Director: Vice Minister, MPI 2. Project Manager: Director General, Department of Evaluation, MPI 3. Deputy Project Manager: Deputy Director General, Department of Planning, MPI 4. Deputy Project Manager: Deputy Director General, Department of International Cooperation, MPI	[Allocation of Counterpart Personnel] 1. Project Director: Vice Minister, MPI 2. Project Manager: Director General, Department of Evaluation, MPI 3. Project Co-Manager: Deputy Director General, Department of Planning, MPI 4. Project Co-Manager: Deputy Director General, Department of International Cooperation, MPI 5. Technical staff in charge: All department heads, MPI 6. Regional focal persons: District Planning Officers in Pilot District
[Facility] Project Office Meeting Room Training Room	[Facilities] Project Office Meeting Room Training Room
[Cost Sharing] Staff Salaries Administration Cost (Basic Office Supply and Utilities) Other necessary cost	[Cost Sharing] Staff Salaries Administration Cost (Basic Office Supply and Utilities) Other necessary cost

3.2 Activities Implemented

After the commencement of the Project in March 2012, the Project conducted a first Joint Coordinating Committee (JCC) meeting on April 30, 2012.

The Figure 1 below illustrates the current Project framework and the overall workflow based on the PDM 1.0. It is divided into four major components; 1) Mid-term Public Investment Plan; 2) Terminal & ex-post evaluation; 3) ODA information management; and 4) District-level Public Investment Project management.

Figure 1: Project framework and overall workflow



Source: Project internal evaluation

The Project implementation organization is MPI, while the Ministry's Department of Evaluation (MPI-DOE), Department of Planning (MPI-DOP) and Department of International Cooperation (MPI-DIC) form the counterpart organizations. The Project also involves DPI and DPIO and line ministries (pilot ministry and monitor ministries) who provide dissemination support across the sectors and the local level planning.

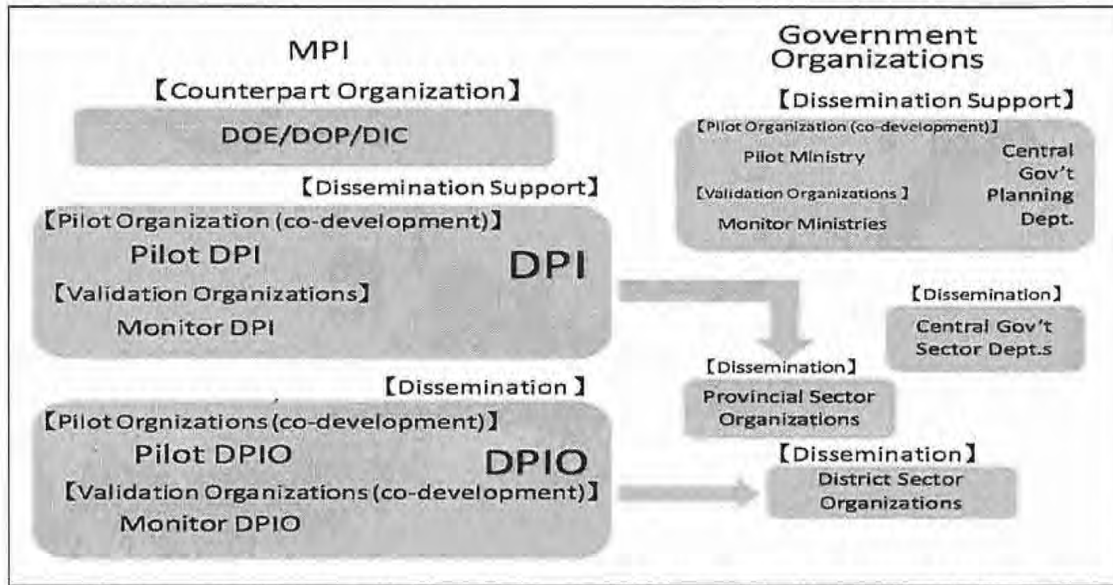


Figure 2: Diagram showing stakeholder organizations (Source: Inception Report 2012)

Activities under **Output 1** mainly focused on development of the draft Mid-term Public Investment Plan and Financial Management Guidelines including the multi-year rolling public investment plan. They were shared at the workshop in Champassak and Oudomxay to assess the feasibility of the model. Activities under **Output 2** resulted in awareness raising of government officials from MPI, MAF and MPWT in sustainable operation and maintenance of public investment projects and the effective use of the terminal and ex-post evaluation. The methods and workflow of the terminal and ex-post evaluation were also developed in cooperation with the pilot and monitor organizations. Activities under **Output 3** during the first half of the Project period focused on the coordination with MPI-DIC, UNDP and FAO in streamlining different ODA project management approaches by organization. The Project has revised a draft SPIS workflow and format to be consistent with AMP and ProMIS, which are assisted by UNDP and FAO respectively. **Output 4** laid the basis of a management of public investment projects at the district level. Process and training methods of the management of public investment projects at the district level have been developed and Training of Trainers (TOT) was conducted in pilot and monitor organizations. The trained trainers have already conducted another training to district officials.

Most of the planned activities were implemented according to plan; however, progress of some activities especially related to Output 1 and Output 2 depend on external conditions of the government's political will, and the extent of influences from those external conditions are considered large.

3.3 Achievement of Outputs

3.3.1 Achievement of Output 1

Output 1	Objectively Verifiable Indicators		Achievement
A Mid-term Public Investment Plan and a financial management is established	1-1	A draft Mid-Term Public Investment Plan 2011-2015 is prepared in the pilot organizations	Satisfactory
	1-2	A draft Mid-term Public Investment Financial Management Guideline 2016-2020 ¹ is prepared by the Ministry of Planning and Investment.	Satisfactory
	1-3	Methods to develop and monitor the Mid-Term Public Investment Plan and the Mid-Term PIP Financial Management Guideline are included in the manuals and handbooks.	Satisfactory

Output 1 is considered achieved when the Mid-term Public Investment Plan and the mechanism to monitor financial management is established within MPI. The preparatory work has been conducted with the ultimate aim to adopt the Mid-term Public Investment Plan 2011-2015 and the Mid-term Public Investment Financial Management Guideline 2016-2020 by the end of the Project. This includes;

- The selection of pilot and monitor organizations;
- Development of draft Mid-term Public Investment Plan 2011-2015 and the Mid-term Public Investment Financial Management Guideline 2016-2020;
- The organization of the joint seminar on the draft Mid-term Public Investment Plan 2011-2015 and the Mid-term Public Investment Financial Management Guideline 2016-2020;
- Pilot roll-out of the draft Mid-term Public Investment Plan 2011-2015 and the Mid-term Public Investment Financial Management Guideline 2016-2020 with the monitor organizations; and
- The review of the draft Mid-term Public Investment Plan 2011-2015 and the Mid-term Public Investment Financial Management Guideline 2016-2020 based on the experience from the pilot roll-out.

Although the Output 1 indicators have not been achieved at the time of the Mid-term Review, both the draft Mid-term Public Investment Plan 2011-2015 and the Mid-term Public Investment Financial Management Guideline 2016-2020 have been already shared with MPI, pilot and monitoring organizations, and the progressive dialogue have been working the past few months on their effective utilization in the Lao policy framework. Answers to the questionnaire confirmed that quality of draft 5-year public investment plan and financial management guideline developed by PCAP3 is at the satisfactory level.

¹ The indicator on the version 1.0 wrongly says "A draft Mid-term Public Investment Financial Management Guideline 2011-2015 is prepared by MPI" but it has been revised here already to "A draft Mid-term Public Investment Financial Management Guideline 2016-2020 is prepared by MPI" to avoid confusion in this report.

According to the interview, the decision-making level of the Department of Planning acknowledges the importance of the Mid-term Public Investment Plan that reflects adequate level of the implementation capacity, such as the number of public investment projects and available budget.

Table 1: Summary of questionnaire response for Output 1

No.	Questions	Answers		
		No. (N=18)	%	
1-1	Were the quantity, quality, and timing of project activities appropriate in general?	Yes	18	100%
		No	0	0%
1-2	How do you rate the quality of draft 5-year public investment plan and financial management guideline	Satisfactory	18	100%
		Needs Improvement	0	0%

Source: Questionnaire survey conducted for the mid-term review

The result from the questionnaire suggested that all the government officials concerned think quantity, quality and timing of project activities were appropriate in general,

Therefore, Output 1 has not been achieved but the likelihood of achieving Output 1 by the end of the Project is high.

3.3.2 Achievement of Output 2

Output 2	Objectively Verifiable Indicators	Achievement
Measures for effective operation of public investment projects after its completion are established	2-1 The Ministry of Planning and Investment and the Ministry of Finance agrees on budget conditions including costs for maintenance and operation of completed public investment projects	Challenging
	2-2 Methods and procedures for terminal and post evaluation studies are developed and reflected in the manuals and handbooks	Satisfactory
	2-3 Methods and procedures of terminal and post evaluation studies are known through training etc. to ministry, province and district organizations concerned (specific indicative figures to be determined through project baseline studies)	Satisfactory
	2-4 The Ministry of Planning and Investment announces public investment projects that terminal and post evaluations will be conducted	Fair

	2-5	Number of public investment projects that submit completion reports; with operations and maintenance plan attached; increases (specific indicative figures to be determined through project baseline studies)	Fair
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Output 2 is considered achieved when the mechanism to effectively monitor the operation and maintenance of completed Public Investment Projects are ensured. PCAP3 has delivered activities as scheduled, including;

- Discussion with the Ministry of Finance on the operational and maintenance costs of the completed Public Investment Projects;
- Development, pilot roll-out and revision of a reporting format and a workflow of the terminal and ex-post evaluation of Public Investment Projects; and
- Incorporation of the reporting format and the workflow into the draft manuals and handbooks of the Public Investment Projects

Of five indicators under Output 2, the indicators 2 and 3 have made satisfactory progress at the time of the Mid-term Review. The achievement of the indicators 4 and 5 are hopeful, however, the achievement of the indicators 1 would be challenging.

Indicator 2-1: The Ministry of Planning and Investment and the Ministry of Finance agrees on budget conditions including costs for maintenance and operation of completed public investment projects

According to the interview with MPI and MoF, it is a common understanding that budgeting maintenance and operation costs for PIP would be a difficult task. A revision in the budget law or regulations would be required to start disbursing the maintenance and operation costs, but such a revision would normally require 5-10 years. A Prime Minister Decree could also serve as an enforcement, therefore, revising the Prime Minister’s Decree on the Implementation of Public Investment Law, which has been currently pending since the adaptation of the Public Investment Law in 2009.

The interviewees of DPI and MoF suggested three possibilities of the generation of maintenance & operation costs; routine maintenance supported by the community participation and current cost, regular maintenance supported by public investment budgets as maintenance projects, and emergency maintenance supported by the provincial budget or under the provincial responsibility.

Despite the needs of the maintenance and operation costs, however, the discussion on the generation of those costs have not been discussed by MPI and MoF, and it is unlikely to be discussed by in the near future; MoF in particular is facing a serious financial crisis due to the deficit of recurrent expenditure caused by the increased salary of civil servants last year, and the disbursement of maintenance and operation costs from the current budget certainly not a priority at the current situation; MPI is also suffering from too much demand of the public investment projects and debts of pre-investment at the provincial level, and re-prioritization of the public investment projects is the urgent need, guided by the deputy prime minister of MPI. The prohibition of the pre-investment has been instructed in the “Decree on NSEDP Implementation Plan and State-Budgeted Execution Plan 2013-2014” in September 2013, and its dissemination to the provincial and district levels is the urgent task of the Government.

Article 23: Solutions for debts of public-investment projects for FY2013-14

23.3 To limit occurrence of more debts, the Law on Public Investment, State Budget Law and Budget discipline for planning and finance must be strictly followed, especially the implementation and settlement of debts of projects that not approved by NA (off-planned projects) are considered breaching of laws and regulations, unless the fund used to settle is not State budget/government fund (grants from other sources) but the settlement must reported to MPI in order for MPI to summarize and report to Government.

Source: Unofficial translation of "Decree on NSEDP Implementation Plan and State-Budget Execution Plan 2013-2014"

The indicator 2-1 has not been achieved at the time of the Midterm Review. It is challenging to achieve the indicator 2-1 based on the difficulties and complexity of the budget allocation in MPI and MoF. The Project and the counterpart are expected to further discuss the most efficient approach to achieve the indicator 2-1 within the limited timeframe till the end of the Project.

Indicator 2-2: Methods and procedures for terminal and post evaluation studies are developed and reflected in the manuals and handbooks

PCAP3 contributed to development, pilot roll-out and revision of a reporting format and a workflow of the terminal and ex-post evaluation of Public Investment Projects. It has also incorporated the reporting format and the workflow into the manuals and handbooks of the Public Investment Projects.

The responses to the questionnaire confirmed that all the concerned government officials think the draft evaluation workflow proposed by PCAP3 is logically developed and applicable to the actual evaluation work for Public Investment Projects. The new draft evaluation formats, however, need improvement according to 27% of the respondents. The suggestions for the formats include;

- Lao expression needs improvements;
- Contents in formats and training materials should be consistent;
- Suggestions and comments from the workshop should be incorporated in the revised version of the format;
- Formats should be short and simple; and
- Some processes need improvements to meet the status of implementation of public investment projects in Laos.

Half the respondents believe the evaluation process of Public Investment Projects would be efficient, organized, cost-effective and clear. The draft evaluation manual developed by PCAP3 is also appreciated by the respondents with positive outcomes such as; easy to read & understand; better management of Public Investment Projects; and easy prioritization of Public Investment Projects. However, a few respondents raised potential negative outcomes from the PCAP3 approach, such as; it could be too complicate; too many information is required to complete the forms; and time-consuming reporting.

Table 2: Summary of questionnaire response for Output 2

No.	Questions	Answers	
		No. (N=27)	%
2-1	Is the draft evaluation workflow proposed by PCAP3 logically developed and applicable to the actual	Yes	27 100%
		No	0 0%
2-2	How do you rate the quality of the new draft evaluation formats developed by PCAP3?	Satisfactory	20 74%
		Needs Improvement	7 26%
2-3	Have you used the new (draft) evaluation format developed by PCAP3?	Yes	3 11%
		No	24 89%
2-4	How will the evaluation process of the project change when PCAP3 introduces its new method?	Easy	9 33%
		Clear	14 52%
		Efficient	15 56%
		Organized	16 59%
		User friendly	1 4%
2-5	Have you read the draft Evaluation Manual developed by PCAP3?	Cost-effective	14 52%
		Yes	26 96%
2-6	What do you think of the draft Evaluation Manual developed by PCAP3?	No	1 4%
		Easy to read & understand	13 48%
		Comprehensive	4 15%
		Better management of PIP	27 100%
		User friendly	4 15%
		PIP prioritization became easy	15 56%
		Too complicated	1 4%
		Too many information required to complete the forms	3 11%
Time-consuming reporting	4 15%		

Source: Questionnaire survey conducted for the mid-term review

PCAP3 and the Ministry of Agriculture and Forestry (MAF) have collaborated on development of the terminal evaluation forms using one of the PIP's irrigation projects in Champasack. The next step would be to incorporate all the issues identified in the pilot project into the revised terminal evaluation forms. In addition, the Project should conduct an assessment of other ministries' practices on the terminal evaluation, for example those of Ministry of Education and Ministry of Health, in order to make the forms applicable to the entire public investment project nationwide. The consistency with final report data form (F5) of the Project Monitoring Information System (ProMIS), developed by the Ministry of Agriculture and Forestry (MAF) with assistance from FAO, particularly needs to be ensured during the latter half of the project period (linked to Output 2).

While there are some improvements and/or refinements required, methods and procedures for terminal and post evaluation studies have been developed and the Manuals and Handbooks have been drafted aiming at the official approval from the Lao government in June 2014. The indicator 2-2 has not been achieved at the time of the Midterm Review. The indicator 2-2 is likely to be achieved by the end of the Project.

Indicator 2-3: Methods and procedures of terminal and post evaluation studies are known through training etc. to ministry, province and district organizations concerned (specific indicative figures to be determined through project baseline studies)

Training to line ministries, province and district organizations concerned has not been conducted at the time of the Midterm Review due to unavailability of complete Manuals and Handbooks but is expected to be held between March and June 2014. Once the training is held, the stakeholders are expected to understand methods and procedures of the terminal and post evaluation studies of the Public Investment Programs. The indicator 2-3 has not been achieved at the time of the Midterm Review, however, the indicator 2-3 is likely to be achieved by the end of the Project.

Indicator 2-4: The Ministry of Planning and Investment announces public investment projects that terminal and post evaluations will be conducted

The Public Investment Law issued in 2009 states that "*ex-ante, terminal and ex-post evaluation studies will be conducted with the method determined by MPI*", indicating that the legal framework for the current initiative of formalizing terminal and ex-post evaluation studies is already secured. This indicator tries to ensure that such methods and procedures are incorporated in the manuals and handbooks and officially approved by the Lao government.

The announcement of the terminal and post evaluations could be made in different forms, such as the government's guideline for the application of development budget 2015-2016, MPI minister's decree or any other forms of official announcements. The announcement shall be made only after the methods and procedures have been fully established and the manuals and handbooks are officially approved by the Lao government.

The indicator 2-4 has not been achieved at the time of the Midterm Review. Considering the limited timeframe and the time-consuming process of issuing the official announcement at the Lao government's side, there is a possibility of achieving the indicator 2-4 but could be challenging to do so before the end of the Project.

Indicator 2-5: Number of public investment projects that submit completion report; with operations and maintenance plan attached; increases

At the time of the Midterm Review, the submission rate of the completion report with the attachments of operations and maintenance plan is 0% according to the baseline data. The indicator 2-5 could be achieved only after having completed the basic framework, methods and procedures of terminal and ex-post evaluation studies with the assumption that sufficient information to complete a completion report for each project is technically available through the evaluation process. Since training for evaluation is planned in late 2014, the measurement of this indicator only starts from early 2015, leaving 9 months to actually measure the performance.

Planning operations and maintenance details is a challenging task. According to the interview, MPI currently budgets the operations and maintenance costs only as a percentage of the total project costs, and does not have any know-how of calculating and budgeting those costs. Even if operations and maintenance plans have been attached to the completion report, due to the complexity of budget allocation procedures as well as emerging issues of tight budgets, the implementation of the operations and maintenance plan would be challenging.

The indicator 2-5 has not been achieved at the time of the Midterm Review. It is considered that there is a possibility of achieving the indicator 2-5 but actual implementation of the operations and maintenance plans would be challenging before the end of the Project due to the complexity of budget allocation procedures of the Lao government.

Analyzing the current progress based on the five indicators, it is considered that the likelihood of achieving Output 2 by the end of the Project is **medium**.

3.3.3 Achievement of Output 3

Output 3	Objectively Verifiable Indicators		Achievement
ODA project information management is improved	3-1	Development partners and the Lao Government are able to read ODA project information inclusive of counterpart funds	Achieved
	3-2	A guideline on ODA project information management is included in the manuals and handbooks	Satisfactory
	3-3	Methods and procedures of ODA project information management are disseminated to ministries, government organizations, provinces and district organizations concerned (specific indicative figures to be determined through project baseline studies)	Satisfactory

Output 3 is considered achieved when the MPI's ODA project information management has been improved. More specifically, Output 3 aims to provide accurate information on ODA projects to the counterpart fund application (SPIS) from the existing AMP database. The achievement of this output requires cooperation with DIC-MPI who is in charge of development of Aid Management Platform (AMP). At the time of the Midterm Review, all the activities have been delivered according to the Plan of Operation;

- Discussion with donors (UNDP and FAO) on the standardization of ODA projects within the scope of Public Investment Projects
- Establishment of an improved process of ODA information management
- Pilot review of new ODA projects
- Revision of processes based on the result from the ODA project review

Of three indicators under Output 3, one indicator has been achieved and two have been making satisfactory progress at the time of the Mid-term Review. Output 3 is likely to be achieved by the end of the Project.

Indicator 3-1: Development partners and the Lao Government are able to read ODA project information inclusive of counterpart funds

Issues with Aid Management Platform (AMP) and Simplified Project Information Sheet (SPIS)

The former project, PCAP2, assisted the Government to develop an application format called the Simplified Project Information Sheet (SPIS) and a budget request process for National Contribution Budget (NCB) for ODA projects. In the meanwhile, UNDP was providing assistance to MPI-DIC to develop a database that manages ODA project information which is called the Aid Management Platform (AMP). The approach adopted by these two aid management systems differ; while SPIS tries to capture information from Lao Government, AMP tries to reach the same information through development partners. This obviously caused conflicting results; due to insufficient and inaccurate data owned by Lao Government caused by the limited capacity of ODA management and insufficient ownership of ODA projects by Lao

Government. MPI currently aims at streamlining these two approaches for the efficient aid management.

SPIS itself, however, faces challenges too; the submission rate of SPIS was only 20% of all the ODA projects based on the baseline survey; and many submitted SPIS lack information particularly on financial management section. One of the major causes to these challenges is the limited capacity of the project implementation units, resulting in lack of appropriate information management (both project and financial information). The answers to the questionnaire also indicated that the users think the format of SPIS needs some improvements, especially to be more consistent with that of AMP.

Issues with Project Monitoring Information System (ProMIS)

FAO has been providing an assistant to the Ministry of Agriculture and Forestry (MAF) to develop Project Monitoring Information System (ProMIS), a database tool to enable MAF recording and storing project implementation data and generating various project monitoring reports. ProMIS is a system which is applicable with all types of projects within MAF, with off-line entering data but online publishing data and reports. While AMP can provide only an overview of ODA projects, ProMIS provides far more detailed information on specific projects; MAF's village survey data is all stored in ProMIS and therefore ProMIS can generate maps and detailed data reports for specific planning purposes such as spatial planning.

ProMIS consists of different data collection forms; 1) project data (F1) collected by the beginning of the project; 2) annual plan data (F2) collected by the beginning of each fiscal year, 3) quarter plan data (F3) collected by the beginning of each fiscal quarter; 4) progress report data (F4) collected by the end of each fiscal quarter; and 5) final report data (F5) collected by the end of the project. According to the interview to MAF, SPIS and F1 contain more or less the same project information, therefore, there haven't been any challenges in data archiving of approved projects (requested using SPIS).

Partnership with Development Partners

The Midterm Evaluation Team observed that PCAP3 has been working in partnership with UNDP and FAO in establishing a comprehensive aid management system. The responses to the questionnaire confirmed that such partnership is well acknowledged among the government officials.

PCAP3, MPI-DIC, UNDP and FAO agreed on increasing the submission rate of SPIS with more accurate information. To do so, the partners further agreed to; 1) Retrieve basic information of projects from the AMP portal website to SPIS; 2) Disseminate AMP and promote its use at the nationwide training; and 3) Ensure that workflow and formats developed by ProMIS corresponds to the Manual and Handbooks to be updated by PCAP3. PCAP3 is expected to further strengthen its partnership with those development partners and contribute to development of an overarching aid management system for Lao PDR.

Table 3: Summary of questionnaire response for Output 3

No.	Questions	Answers		
		No. (N=4)	%	
3-1	Have you used Simplified Project Information Sheet (SPIS) formats?	Yes	4	100%
		No	0	0%
	If Yes, how do you rate the SPIS formats?	Satisfactory	2	50%
Needs improvement		2	50%	
3-2	Do you think Simplified Project Information Sheet (SPIS) is well linked to Aid Management Platform (AMP)?	Yes	4	100%
		No	0	0%
3-3	Have you logged in to the Aid Management Platform (AMP)?	Yes	4	100%
		No	0	0%
3-4	Do you think the Project collaborates well with other development partners to achieve the objective of ODA management ?	Yes	4	100%
		No	0	0%
	If Yes, who is the project collaborating well with?	UNDP	4	100%
		GIZ	3	75%
		ADB	4	100%
		World Bank	4	100%
JICA projects	2	50%		

Source: Questionnaire survey conducted for the mid-term review

AMP has been operationalized in November 2013, therefore, all the development partners and the Lao Government are in principle able to access ODA project information. AMP provides basic project background of 60-70% of the total ODA projects in country, including the total amount of the government's contribution of each project. Therefore, the indicator 3-1 "Development partners and the Lao Government are able to read ODA project information inclusive of counterpart funds" is considered achieved at the time of the Midterm Review.

Indicator 3-2: A guideline on ODA project information management is included in the manuals and handbooks

AMP was not originally built for PCAP, therefore, users need to know some technical tricks of obtaining appropriate information from AMP. DIC-MPI is currently developing a user manual, but some contents need to be rearranged for PCAP. The English version of the manual is expected to be finalized within 2-3 months. In the meanwhile, the Project has been already developing a manual which incorporates a guideline on ODA project information management, therefore, the indicator is likely to be achieved even if the manual is not ready at DIC-MPI. Nevertheless, the Project is expected to continue working closely with DIC-MPI integrate some AMP's user manual contents into the PIP manual once the AMP manual has been finalized.

A guideline on ODA project information management is still under development at the time of the Midterm Review, and the indicator 3-2 has not been achieved. However, considering the strong partnership between PCAP3 and DIC-MPI as well as the current progress of development of manuals and handbooks, the indicator 3-2 is likely to be achieved by the end of the Project.

Indicator 3-3: Methods and procedures of ODA project information management are disseminated to ministries, government organizations, provinces and district organizations concerned (specific indicative figures to be determined through project baseline studies)

The indicator 3-3 can be achieved only after the indicator 3-1 and 3-2 have been achieved; that said, methods and procedures of ODA project information management could be disseminated to ministries, government organizations, provinces and district organizations concerned only after the mechanism of ODA information management has been established, and the manuals and

handbooks have been developed. At the time of the Midterm Review, the manuals and handbooks are still under development, therefore, the indicator 3-3 has not been achieved. However, the achievement of the indicator 3-1 and the progress of activities related to the indicator 3-2 indicate that the indicator 3-3 is likely to be achieved by the end of the Project.

Based on the analysis of the current progress with the achievement level of the three indicators, it is considered that the likelihood of achieving Output 3 by the end of the Project is **high**.

3.3.4 Achievement of Output 4

Output 4	Objectively Verifiable Indicators		Achievement
A mechanism of management and capacity development for district-level public investment projects is established	4-1	The Ministry of Planning and Investment develops and announces roles and responsibilities for district-level public investment project management	Fair
	4-2	Methods and procedures on district-level public investment project management are included in the manuals and handbooks	Satisfactory
	4-3	More than 5 provincial Department of Planning and Investment officials are capable of conducting training to district planning offices and district sector departments	Satisfactory

Output 4 is considered achieved when there is a mechanism of management and capacity development for district-level public investment projects.

At the time of the Midterm Review, most of the activities have been conducted as scheduled;

- Discussion within the MPI and with relevant authorities on establishment and management of district-level public investment projects
- Implementation of a baseline study to select pilot and monitoring organizations
- Development of processes and training methods for establishment and management of district-level public investment projects in the pilot organizations
- Preparation of training in monitoring organizations managing district-level public investment projects

Of three indicators under Output 4, two indicators have been making satisfactory progress and one has been at fair progress at the time of the Mid-term Review. The current progress of the achievement of the indicators indicates that the achievement of Output 4 is highly possible by the end of the Project. However, external conditions of the political influences over the public investment projects might have impacts on adopting the “Decree on the Implementation of the Public Investment Law” in the future, and there remains an uncertainty in directions of the management of public investment projects. The Project is expected to continue working closely with MPI and monitoring the progress of the Decree.

Indicator 4-1: The Ministry of Planning and Investment develops and announces roles and responsibilities for district-level public investment project management

The draft “Decree on the Implementation of the Public Investment Law” stipulates the new roles of district levels.

District Administration responsible for:

- *Based on the priority plan set by the province and is relevant to the specific needs, geographic location and comparative advantage of the district and within budget allocation to propose public investment projects to provincial office or municipal for consideration and approval.*
- *Participate in preparation, inspection, management, control and facilitate activities for project implementation that belong to provincial and central agencies located in their district.*

Source: Unofficial translation of the Prime Minister's Decree on the Implementation of Public Investment Law (draft)

The Decree has been facing a series of revisions since the adaptation of the Public Investment Law 2009, and has not been issued since then. In fact, it is difficult to predict when the Decree could be issued due to the political struggle over the management of public investment projects in Lao PDR.

In the meanwhile, “three build directive,” which aims to empower local authorities to develop themselves, has been announced nationwide. The “three build directive” is one of the resolutions of the 9th Party Congress, which aims to transform the province into strategic units, the district as comprehensive units, and villages as development units. This leads to providing more responsibilities at the district level, including the comprehensive management of the specific types of PIP. However, this “three build directive” applies only three district per province and the practice has just started.

Contents of the new roles were informally announced and explained to the district levels (in monitor provinces) by MPI, but the guidelines to instruct districts of their specific roles would be further necessary. This could be formalized in the form of the pending draft “Decree on the Implementation of the public Investment Law” or any other forms of guidelines or instructions.

The indicator 4-1 has not been achieved at the time of the Midterm Review. The indicator is likely to be achieved if the draft “Decree on the Implementation of the Public Investment Law” or any other forms of guidelines or instructions can be issued by the Government before the Project ends. However, it is difficult to judge the situation and this external condition of the political influences over the public investment projects might negatively affect the Project.

Indicator 4-2: Methods and procedures on district-level public investment project management are included in the manuals and handbooks

PCAP3 has already drafted the district level planning manual and handbook. Once the manual and the handbook are complete, they will have to be official approved by the authorized body such as MPI but the responsibility of the approval is currently under discussion.

According to the questionnaire survey, 87% responded that the handbooks would be used for the better management of PIP. Other favorable answers on handbooks include;

- Easy to read and understand (74%);
- PIP prioritization became easy (11%);
- User friendly (7%); and

- Comprehensive (5%).

In the meanwhile, the Project should note that the handbook is considered as “too complicated (17%),” “too many information required to complete the forms (13%)” and “time-consuming reporting (4%).” The project is expected to consider further improving the handbook to solve these challenges perceived by users.

Table 4: Summary of questionnaire response for Output 4

No.	Questions	Answers		
		No. (N=23)	%	
4-1	What do you think of the draft handbooks (district level) supported by PCAP3?	Easy to read & understand	17	74%
		Comprehensive	5	22%
		Better management of PIP	20	87%
		User friendly	7	30%
		PIP prioritization became easy	11	48%
		Too complicated	4	17%
		Too many information required to complete the forms	3	13%
		Time-consuming reporting	1	4%
		Others	1	4%

Source: Questionnaire survey conducted for the mid-term review

In order to effectively manage the district-level public investment projects, the adaptation of the aforementioned Decree on the Implementation of Public Investment Law is indispensable. The Project is expected to continue working closely with MPI and watching its move towards the implementation of the public investment law.

The indicator 4-2 has not been achieved at the time of the Midterm Review. However, assessing the current progress of development of the manual and handbooks which are to be completed in March and approved in June 2014, it is likely to be achieved by the end of the Project.

Indicator 4-3: More than 5 provincial Department of Planning and Investment officials are capable of conducting training to district planning offices and district sector departments

The Project aims at building capacities of at least 5 provincial DPI officials who are able to conduct training of district planning offices and district sector departments. According to the interview in Champasack, the DPI officials (7 out of 9 attendees of the interview) have conducted training once inviting a total of 22 district planning offices and district sector departments. In Oudomxay, the DPI officials (2 out of 8 attendees of the interview) have conducted training twice, one of which invited a total of 22 district officials using the DPI’s own budget. DPI trainers are mostly confident in conducting training for district officials.

The project plans to further strengthen provincial capacity so that the provinces can provide appropriate guidance to the districts. The PIP manual will include how the provinces are supposed to work with districts too.

The indicator 4-3 is achieved only in the monitor and pilot provinces at the time of the Midterm Review. Assessing the experience and current progress in those provinces, however, it can be said that the indicator 4-3 is likely to be achieved by the end of the Project.

Progress measured by above 4 indicators indicates that the likelihood of achieving Output 4 by the end of the Project is **medium**.

3.4 Achievement of Project Purpose

Project Purpose	Objectively Verifiable Indicators		Achievement
The Ministry of Planning and Investment and its subordinate organizations manage public investment projects through a Mid-Term Public Investment Plan and a comprehensive framework	P-1	A guideline to draft Mid-Term Public Investment Plan 2016-2020 that is related to the NSEDP 2016-2020 is officially announced from the Ministry of Planning and Investment to ministries, government organizations, provinces and districts	Satisfactory
	P-2	Terminal evaluation studies for completed public investment projects are conducted (specific indicative figures to be determined through project baseline studies)	Fair
	P-3	Post evaluation studies are conducted (specific indicative figures to be determined through project baseline studies)	Fair
	P-4	Accuracy of information is confirmed through ODA counterpart fund request documents that the Lao side applies, and the information is shared with the donor projects	Satisfactory
	P-5	Increased number of projects that are managed in the district levels	Fair

The Project Purpose is considered achieved when there is a satisfactory management of public investment projects by the Ministry of Planning and Investment and its subordinate organizations through a Mid-Term Public Investment Plan and a comprehensive framework. Based on the progress of activities towards the achievement of 5 indicators of the Project Purpose as well as the progress of 4 outputs, it is difficult to judge if the Project Purpose can be achieved by the end of the Project.

In the meanwhile, the Midterm Evaluation Team noticed that the current indicators P-2 and P-3 are not clearly described to measure the achievement level of the Project Purpose. The Project is expected to specify those indicators with measurable targets.

P-1: A guideline to draft Mid-Term Public Investment Plan 2016-2020 that is related to the NSEDP 2016-2020 is officially announced from the Ministry of Planning and Investment to ministries, government organizations, provinces and districts

A guideline to formulate the Public Investment Plan is normally issued by MPI and distributed to ministries, government organizations, provinces and districts before the compilation of data to formulate the NSEDP. The indicator is considered achieved when such a guideline, indicating drafting the Mid-Term Public Investment Plan 2016-2020, is issued and announced from MPI to the government offices as a process of formulating the NSEDP 2016-2020.

The guideline has not been issues at the time of the Midterm Review. It is expected to be issues between January and March 2014, and the Project is currently coordinating with MPI and UNDP (who is providing a technical assistance of NSEDP 2016-2020 formulation) to include the instruction of the Mid-Term Public Investment Plan 2016-2020.

The Mid-term Review of the 7th NSEDP 2010-2015 indicates a need for a forecast of resource required for the next three years for public investment (either from domestic resources, loans and credits), which can be used to create the medium-term financial framework in the future. Therefore, having the Mid-Term Public Investment Plan is aligned with the current government's policy and with outline of the 7th NSEDP.

"Achieving the MDGs and exiting from the LDC status requires continuous and highly efficient public investments and framework for estimating budget required by the government in the future years. This means that there is a need for a forecast of resources required for the next three years for public investment (either from domestic resources, loans and credits). This forecast can be used to create the Medium-Term Expenditure Framework (MTEF) in the future.

Having such a framework will have a number of benefits, including much better predictability of capital funding and avoiding shortfalls. Time and cost overruns delay the benefits of public investment and could discourage development partners and therefore it is essential to ensure adequate resources for all projects in the PIP. New projects should not be in the PIP if adequate funding is not available. Capital and recurrent funding should be well synchronized, to ensure adequate recurrent funding to prepare the infrastructure that will be planned and implemented under the public investment Program."

Mid-Term Review of 7th Five-Year National Socio-Economic Development Plan (2011-2015), MPI, 2013

The responses to the questionnaire confirmed that all the respondents agree with the idea of having the Mid-Term Public Investment Plan in accordance with the 5-year NSEDP because of their expectation in better management, efficiency, simplification and cost-effectiveness of the public investments.

Table 5: Summary of questionnaire response for Output 5

No.	Questions	Answers		
		No. (N=69)	%	
5-1	The current management of the public investment project is based on the annual investment framework in accordance with the annual NSEDP. Do you think the management of public investment projects should be conducted based on a 5-year NSEDP?	Yes	69	100%
		No	0	0%
	If Yes, Why?	Public Investment Projects are managed better in an mid-term planning framework	55	80%
		It's more simplified	18	26%
		It's efficient	37	54%
		It's cost-effective	7	10%
		Others	0	0%

Source: Questionnaire survey conducted for the mid-term review

It is still early to judge the possibility of achieving the indicator P-1, but based on the Lao government's focus on the mid-term financial framework in the future and the favorable responses to the implementation of the Mid-term Public Investment Plan during the key informant interviews, the indicator P-1 is likely to be achieved by the end of the Project.

P-2: Terminal evaluation studies for completed public investment projects are conducted (specific indicative figures to be determined through project baseline studies)

The indicator is considered achieved when the terminal evaluation studies for completed public investment projects are conducted. The methods and manuals of the terminal evaluation studies have been currently developed and is likely to be finalized in March and adopted in June 2014. The methods and manuals have been pilot rolled-out in pilot and monitoring provinces and the Mid-Term Evaluation Team confirmed the favorable responses from the stakeholders.

While it would be almost impossible to conduct terminal evaluation studies for all the ongoing public investment projects before the end of the project due to the large number of the projects, it would be possible to do so if the number of the projects are limited based on the appropriate scope of target investment projects.

The indicator P-2 is likely to be achieved if the indicator is further specified and limited within the certain public investment projects. However, it is difficult to judge the possibility of the achievement of P-2 due to lack of specifications at the time of the Midterm Review.

P-3: Post evaluation studies are conducted (specific indicative figures to be determined through project baseline studies)

The indicator is considered achieved when the post evaluation studies are conducted. The methods and manuals of the post evaluation studies are to be finalized and approved by June 2014.

The indicator needs more specification. There is a possibility of achieving the indicator if the number of the projects are limited based on the appropriate scope of target investment projects.

The indicator P-3 is likely to be achieved if the indicator is further specified and limited within the certain public investment projects. However, it is difficult to judge the possibility of the achievement of P-3 due to lack of specifications at the time of the Midterm Review.

P-4: Accuracy of information is confirmed through ODA counterpart fund request documents that the Lao side applies, and the information is shared with the donor projects

The indicator P-4 is considered achieved when the accuracy of information is confirmed through ODA counterpart fund request documents that the Lao side applies and the information is shared with the donor projects. The “ODA counterpart fund request documents” here refers to the SPIS formats that PCAP2 has developed.

The indicator appears to lack specifications on how to measure the accuracy of information in SPIS. However, the interview with the Project experts confirmed that the accuracy of information will be confirmed by verifying the information of selected sample projects with AMP and SPIS. It is assumed that the accuracy of information in SPIS could be increased with the use of data from AMP when entering the information SPIS by achieving the indicators under Output 3.

Based on this assessment, the indicator P-4 is likely to be achieved by the end of the Project.

P-5: Increased number of projects that are managed in the district levels

The number of public investment projects managed by districts was 360 for the year 2011-2012 in 1 capital and 6 provinces selected for the baseline survey. The Project aims to increase the number by the end of the Project.

The indicator can be achieved only after the pending Prime Minister's Decree on the Implementation of Public Investment Law or any other forms of guidelines or instructions to instruct the new responsibilities and roles of the district have been issued. Without this guidance from the Lao government, districts are not informed of which type of the public investment projects they are officially authorized to manage at the district level. The Project is expected to continue working closely with MPI and watching its move towards the implementation of the public investment law.

The indicator P-5 can be strongly influenced by the external condition of the Lao government's political will to adopt the Decree on the Implementation of Public Investment Law or any other forms of guideline or instructions. Therefore, it is difficult to judge the possibility of the achievement of P-5.

4 Implementation Process

4.1 Issues of the indicators

The current indicators of the Project Purpose and Output 1 are not clearly described to measure the achievement level of the Project Purpose. The Project is expected to specify those indicators with measurable targets. The Midterm Evaluation team proposes the revision of these indicators as described in the below table.

Current Indicators	Issues	Newly Proposed Indicators
Project Purpose P-2: Terminal evaluation studies for completed public investment projects are conducted (specific indicative figures to be determined through project baseline studies)	<ul style="list-style-type: none"> While it would be almost impossible to conduct terminal evaluation studies for all the ongoing public investment projects before the end of the project due to the large number of the projects, it would be possible to do so if the number of the projects are limited based on the appropriate scope of target investment projects. 	P-2: Evaluation studies for completed public investment projects are conducted for projects to be selected by the relevant authorities with operation and maintenance plans attached
P-3: Post evaluation studies are conducted (specific indicative figures to be determined through project baseline studies)	<ul style="list-style-type: none"> While it would be almost impossible to conduct post evaluation studies for all the ongoing public investment projects before the end of the project due to the large number of the projects, it would be possible to do so if the number of the projects are limited based on the appropriate scope of target investment projects. P-3 (old) is combined with P-2 (old), thus P-3(old) becomes P-2 (new). 	P-2: Evaluation studies for completed public investment projects are conducted for projects to be selected by the relevant authorities with operation and maintenance plans attached
P-4: Accuracy of information is confirmed through ODA counterpart fund request documents that the Lao side applies, and the information is shared with the donor projects.	<ul style="list-style-type: none"> No revision in the indicator but becomes P-3 (new) instead of P-4 (old) due to the combination of P-2 and P-3 (old) as P-2 (new). 	P-3: Accuracy of information is confirmed through ODA counterpart fund request documents that the Lao side applies, and the information is shared with the donor projects.
P-5: Increased number of projects that are managed in the district levels	<ul style="list-style-type: none"> No revision in the indicator but becomes P-4 (new) instead of P-5 (old) due to the combination of P-2 and P-3 (old) as P-2 (new). 	P-4: Increased number of projects that are managed in the district levels

Current Indicators Outputs	Issues	Newly Proposed Indicators
1-2: A draft Mid-Term Public Investment Financial Management Guidelines 2011-2015 is prepared by MPI	<ul style="list-style-type: none"> • The Mid-Term Public Investment Financial Management should be prepared in close coordination with the Ministry of Finance and should follow the Government policies on financial discipline • The Guideline should be prepared for 2016-2020 instead of 2011-2015. 	1-2: A draft Mid-Term Public Investment Financial Management Guidelines 2016-2020 is prepared by MPI in line with the Government policies on financial discipline

4.2 Issues of the Implementation Process

4.2.1 Contributing factors

- The strong partnership between PCAP3 and other Development Partners such as UNDP and FAO contributed to the positive outcomes of the Output 1 and Output 3 in particular;
 - The importance of the Mid-Term Public Investment Plan has been incorporated in the midterm review of the 7th NSEDP (UNDP);
 - Quality of ODA project management has been increased (UNDP); and
 - Quality of the PIP evaluation form is expected to be increased (FAO).
- Pilot and monitoring provinces are highly motivated and are willing to continue capacity building efforts even without PCAP's assistance, which contributed to progress of the achievement of Output 4.

4.2.2 Constraining factors

- The Decree on the Implementation of the PIP Law has not been issued at the time of the Mid-term Review. The achievement of the Project Purpose largely depends on this external factor.
- The timeframe of the issuance of the Guideline to draft the NSEDP 2016-2020 is unclear; this could affect the achievement of the Project Purpose particularly regarding the indicator P-1.
- A guideline for the implementation of evaluation is needed to conduct terminal and post evaluation studies. This needs to be issued by authorized government organization while the timeframe of the project is limited.
- The generation of maintenance and operation cost needs ministerial discussion between MPI and MoF, however, such discussion has not been realized yet at the time of the Mid-term Review.

5 Five Criteria Evaluation

5.1 Relevance

The Project is **highly relevant** to the national, international and Japanese policy agenda and the design, counterpart composition, model selection, Japanese expert team are well elaborated according to the Project Purpose.

5.1.1 Relevance to National Needs

The Lao government issued the Public Investment Project Law in December 2009 with the aim to effectively and to efficiently implement Public Investment Projects. Public Investment Projects are specified as one of the priority dimensions to achieve the Lao PDR's overarching 5-year Plan,

National Socio-Economic Development Plan (NSEDP). Lao government is currently moving its policy towards the development of the midterm five-year Public Investment Plan.

The Goals of the 8th NSEDP 2016-2020 would be more or less the same as the 7th NSEDP with the target of high economic growth with 8% or more, socioeconomic development according to the Millennium Development Goals (MDGs) or post MDGs agenda and graduation from the LDC. In the meanwhile, Gross National Income (GNI) will be used as a measure of economic development in addition to GDP, which could possibly result in significant differences between GNP and GDP counting in the revenue from large amount of Foreign Direct Investment in country. Another important direction to be indicated in the 8th NSEDP would be the focus on quality of implemented projects, emphasizing “effectiveness and efficiency,” “from quantitative to qualitative” across the sectors. This could be translated as the implementation of quality Public Investment Projects and more efforts on human resource development, which corresponds to the efforts that PCAP has been pursuing since the beginning of PCAP1.

Lao government is currently facing a financial crisis caused by the expansion policy of the capital investment and the deficit in recurrent expenditure due to the increased salary of the civil servants these years. The government took a serious action to solve this financial difficulties by cancelling the benefits of the civil servants and reprioritizing the new public investment projects. The economic forecast indicates a manageable deficit over the next years but the financial condition of the Lao government remains still fragile and will impose a mass political challenge. The introduction of the Mid-term Public Investment Plan and the multi-year rolling plan actually meet the current needs of the Government who is trying to limit the expenditure, particularly the public investment projects.

Therefore, providing a technical assistance to build, institutionalize and facilitate the management system of the Public Investment Projects would meet the need of the Lao Government and the relevance is **high**.

5.1.2 Relevance to Japan’s Development Assistance Policy

Japan’s cooperation policy to Laos assists the promotion of economic and social development towards sustainable economic development. Japan helps Laos strengthen governance, particularly administrative and financial capacity as well as development of laws, to ensure the promotion of development and improvement of aid management. Strengthening governance of Laos is considered cross-cutting that contributes to the four major priority areas of the cooperation policy (development of socioeconomic infrastructure, agriculture development and forest protection, education and human resource development, and improvement of health service).

Therefore, it is considered that the Project, which aims to strengthen MPI’s management capacity of public investment projects through the Mid-term Public Investment Plan and a comprehensive framework, corresponds to the cooperation policy of Japan.

5.1.3 Relevance of Project Design

JICA conducted the “Project for Capacity Building in Public Investment Program Management” (PCAP1) from November 2004 to October 2007 with the goal of ensuring appropriate assessment, monitoring and evaluation of public investment projects led by the Lao government. PCAP 1 developed a manual and handbooks containing management and supervision techniques,

including project assessment tools of financial, environmental, and social analysis of Public Investment Projects. PCAP 1 also developed a capacity-building model for MPI and three monitor provinces (Oudomxay, Khammuan and Saravan) and a monitor ministry (the Ministry of Agriculture and Forestry).

Having completed PCAP1, “Project for Enhancing Capacity in Public Investment Program Management” (PCAP2) was carried out from March 2008 to August 2011 to further improve the methods and tools developed by PCAP2, disseminate those methods and tools to all the ministries and the provinces, and provide technical support to the formulation of the Public Investment Law.

PCAP1 and PCAP2 improved the management capacity of MPI and DPI to assess, monitor and evaluate public investment projects. The Public Investment Law, supported by PCAP2, was enacted in December 2009, addressing the obligation to assess public investment projects with the methods and tools developed by PCAP1 and PCAP2.

Having had a successful experience from PCAP1 and PCAP2, the “Project for Establishing Public Investment Plan under NSEDP” (PCAP3) was requested by the Lao government to JICA to provide a technical assistance to MPI in developing methods and tools for public investment project management from a mid-term perspective and to further enhance the management capacity of MPI, DPI and DPIO nationwide. Therefore, it can be said that PCAP3 is built on the success of the former projects; it is designed to provide a hands-on assistance without reinventing the wheel. The project design is considered relevant.

5.1.4 Relevance of selection of pilot and monitor organizations

PCAP3 selected the pilot and monitor organizations based on the survey conducted at the beginning of the Project. These organizations were selected based on the comprehensive assessment of all projects that have requested budgets, the presence of provincial sector strategies and matching public investment project lists, as well as the structure of the tax collection and revenue system. All of the selected provinces are already familiar with the PCAP methods and having those provinces as pilot and monitor organizations increases efficiency rather than reinventing the wheel. Therefore, the selection of the pilot and monitor organizations is relevant.

Table: 6 Definitions of the pilot and monitor organizations

Pilot Organization	Co-development of methods, tools, processes and training schemes. Requires high potential and motivation for improvement in public investment management.
Monitor Organization	Validation of methods, tools and processes, along with implementation of trial training. Requires basic understanding of public investment management and motivation for improvement.

Source: PCAP3 Project Report

Table 7: Justifications of the selection of pilot, monitor and cooperative organizations

	Name of organization	Reasons for selection
Pilot Organizations	Oudomxay Province	<ul style="list-style-type: none"> ◇ Autonomy at DPI and sector dept. levels. ◇ Implements budget allocation to sectors and districts ◇ Implements and promotes district-level public investment management ◇ Continuous cooperation from PCAP1 and PCAP2
	Ministry of Education	<ul style="list-style-type: none"> ◇ Implements and promotes program approach (related to Output 1)
	Ministry of Agriculture and Forestry	<ul style="list-style-type: none"> ◇ An FAO project with collaboration potential, related to monitoring system development is implemented at the Planning Department ◇ Sample projects liable to use for terminal and ex-post evaluation is existent
Monitor Organizations	Champassak Province, Bolikhamxay Province	<ul style="list-style-type: none"> ◇ Implements district-level public investment management ◇ Good leadership in DPI and sector departments ◇ Implements past PCAP methods but may need slight modification
Cooperative Organizations	Saravan Province, Vientiane Capital	<ul style="list-style-type: none"> ◇ Good understanding of past PCAP methods ◇ Motivation towards improvement is high

Source: PCAP3 Project Report

5.2 Effectiveness

At the time of the Mid-term Review, the effectiveness of the project implementation is **moderate** based on the assessment of the progress towards the achievement of the Project Purpose, logical relations between the Project Purpose and Outputs, and Important Assumptions under the current PDM ver. 1.0. While the indicators to measure the Project Purpose are available, they lack measurable target, therefore, it is difficult to judge the effectiveness of the Project implementation. It is highly recommended that the MPI and the Project set the specific and measurable targets to be achieved by the end of the Project.

5.2.1 Achievement of the Project Purpose

The effectiveness from the aspect of the achievement of the Project Purpose is **moderate** at the time of the Midterm Review, due to lack of specification of the Project Purpose indicators and the uncertainty in the Lao government's political will in delivering the Mid-term Public Investment Plan.

In the meanwhile, the exercise of the Midterm Review Team articulated some positive aspects of effectiveness in achieving the Project Purpose. It is the most common perspective among stakeholders of the Project that the introduction of Mid-term Public Investment Plan would lead to the better management of the Public Investment Plan, manuals and handbooks being developed by the Project are useful particularly at the provincial level where most of the public investment projects are directly monitored. It can be said that the capacity building of the provincial officials throughout the PCAP have created a solid foundation of the effective management of the public investment projects at the local level.

The Midterm Review Team collected the qualitative data supporting the hypothesis that the Project has contributed to the effective management of Mid-term Public Investment Plan. The contributions identified in focus group discussions and key informant interviews with stakeholders are listed below;

- Provincial officers who were trained by the Project have a foundation of providing adequate support of the management of public investment project to the district officers;
- The PCAP model developed by the Project and its experience are shared at the Macroeconomic Sector Working Group with other Development Partners;
- Knowledge and skills of the Public Investment Project management are improved among the provincial and district officials in the pilot and monitoring provinces; and
- The experience of the pilot public investment projects and the evaluation approach developed in pilot and monitor provinces is replicable to all the sector projects.

It is highly encouraged that the Project and MPI make their efforts to jointly monitor the progress of the achievement of the Project Purpose with specific quantitative and qualitative data.

5.2.2 Logical Relations between Project Purpose and Outputs

The logical relation between the Project Purpose and Outputs seem adequate. However, the midterm review team raised the concern that the achievement of the Project Purpose as a result of the achievement of four outputs seem ambitious, considering the limited timeframe, complexity of the ministerial relationship and the limited capacity of MPI.

5.2.3 Important Assumptions

In the PDM ver. 1.0, the important assumptions set between Outputs and the Project Purpose are **adequate**. Two important assumptions, “the Ministry of Planning and Investment and its subordinate organizations contribute to the governing body of public investment projects” and “government organizations and sector organizations in provinces and districts follow guidelines provided by the Ministry of Planning and Investment,” are not likely to be affected at least over the next few years unless there would be a drastic structural change within the government, which is highly unlikely under the current Lao political and administrative system.

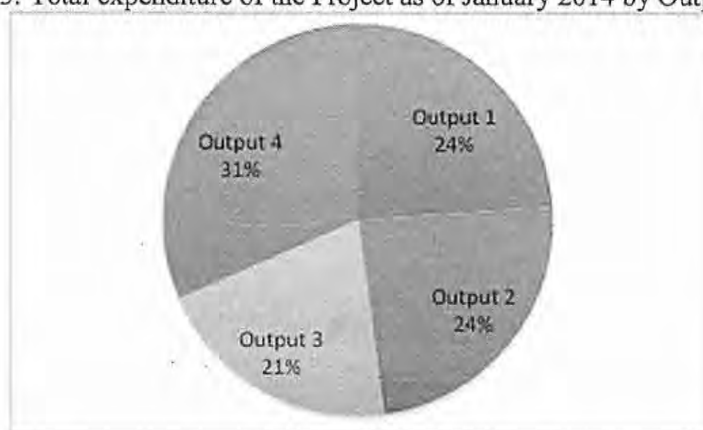
5.3 Efficiency

The efficiency of the Project is considered **high** based on the assessment of the inputs and the level of achievement of the Outputs at the time of the Midterm Review.

The assessment of the budget per Output from JFY 2013 to JFY 2014 revealed that the proportion of the expenditure across the Outputs is more less the same; the expenditure of Output 4 is slightly larger than the other Outputs because of the intensive training and workshops required for the capacity building of provincial and district officers. Other observation includes;

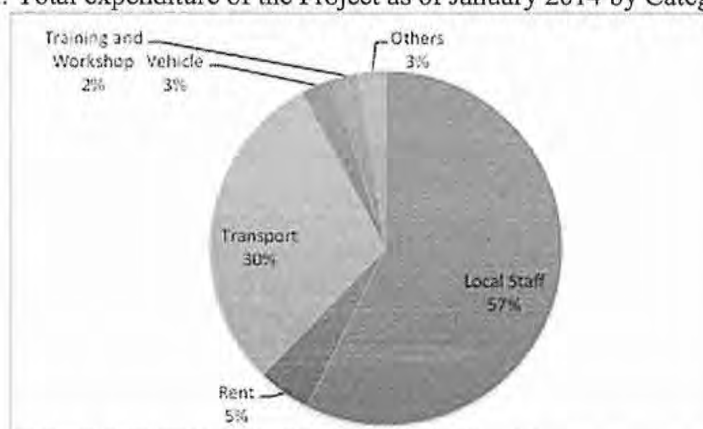
- The proportion of the expenditure of Output 1 indicates a high efficiency considering the level of outputs and impacts expected from the Output 1.
- On the other hand, the proportion of the expenditure of Output 3 indicates a relatively low efficiency considering the level of outputs and impacts expected from the Output 3;

Figure 3: Total expenditure of the Project as of January 2014 by Output



The assessment of the budget per Output from JFY 2013 to JFY 2014 shows large amount of expenditure in local staff and transport, followed by rent, vehicle, training and workshop. This is not surprising considering that the Project focuses on the technical assistance and capacity building of the government staff, which involves intensive travels to the provinces.

Figure 4: Total expenditure of the Project as of January 2014 by Category



Once the Mid-term Public Investment Plan has been approved in June 2014, the Project is expected to print the manuals and handbooks to distribute to the ministries, government organizations, provinces and districts. The list of manuals and handbooks are in below table.

Table 8: Description of manuals and handbooks to be developed by PCAP3

[Manuals]

Manual Name (provisional)	Contents
Manual for Public Investment Project Management	Covers all aspects of public investment project management. The flow to be incorporated in this manual will be based on the annual budget process. All stakeholders related to public investment management are the potential users.
Manual for Medium-Term Public Investment Management	Covers the methods and tools for preparing the medium-term public investment plan along with its medium-term budget planning on a rolling basis. DPI and planning department officials in central government organizations are the potential users.

Manual for Public Investment Project Evaluation	Covers methods and tools for conducting terminal and ex-post evaluation studies. The flow to be incorporated in this manual will be on the project cycle basis. Stakeholders related to public investment project management are the potential users. May have two versions; Ministry and Province.
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[Handbooks]

Handbook Name (provisional)	Contents
Handbook for MPI	A handbook designed for MPI-DOP, DOE and DIC staff on their specific duties for public investment management.
Handbook for DPI	Designed for DPI staff on their specific duties for public investment management based on the annual development budget formulation procedure. Contents include demarcation of work in MPI, DPI and Project Owners, and methods and tools for assessment and quarterly monitoring.
Handbook for Project Owners	Designed for project owners, with regard to their specific duties for public investment management on the annual development budget formulation procedure, and also from the project cycle viewpoints. Contents include issuance of the project proposal and progress report, monitoring, and handing over the project to the operating organization upon completion.
Handbook for Central Government Planning Departments	Designed for central government planning department staff for their specific duties of public investment project and program management, and procedural viewpoints of the five-year plan, annual plan and of the project cycle.
Handbook for District Planning Office	Designed for District-level Planning Office staff on their specific duties for public investment management based on the annual development budget formulation procedure. Contents include demarcation of work among provincial DPI, as well as sector offices and Project Owners in the district level. Contents include methods and tools to support district project planning, collection and compilation of project proposals, and project monitoring.
Handbook for District Sector Office and District Project Owners	Designed for sector offices project owners in the district level, with regard to their specific duties for public investment management on the annual development budget formulation procedure, and also from the project cycle viewpoints. Contents include issuance of the project proposal and progress report, monitoring, and handing over the project to the operating organization upon completion.

Source: PCAP3

The manual is a set of large volume of separate books, and the handbook is a set of rather smaller volume of separate booklets. The large number of copies are to be printed for the distribution to all levels of the government offices. The expected total cost of the manuals and handbooks is JPY 12,631,320 (equivalent to USD 123,836 with the exchange rate of USD1=JPY102 as of January 26 2014).

The interview with DPI revealed that the manuals are used properly at DPI. However, the Midterm Review Team found that the sector departments at the provincial level were not provided with the manuals and owned only the softcopies of a set of formats. The Midterm Review Team also observed that a lot of copies were displayed in the bookshelf. The Project is expected to revisit the distribution plan and carefully calculate the number of copies to be distributed to each level.

Table 9: Page estimation of each manual and handbook

Manual/Handbook	Page Estimation
Manual for Public Investment Project Management	240 pages
Manual for Medium-Term Public Investment Management	70 pages
Manual for Public Investment Project Evaluation	135 pages
Handbook for MPI	50 pages
Handbook for DPI	50 pages
Handbook for Project Owners	70 pages
Handbook for Central Government Organizations	70 pages
Handbook for District Planning Office	70 pages
Handbook for District Sector Office and District Project Owners	80 pages

Table 10: Distribution plan of manuals and handbooks

Manual/Handbook	First Distribution (June 2014)	Training Distribution (September 2014 onwards)	Total
Manual for Public Investment Project Management	285	3,215	3,500
Manual for Medium-Term Public Investment Management	1,520	0	1,520
Manual for Public Investment Project Evaluation	300	2,700	3,000
Handbook for MPI	160	0	160
Handbook for DPI	400	0	400
Handbook for Project Owners	500	3,000	3,500
Handbook for Central Government Organizations	650	0	650
Handbook for District Planning Office	550	2,000	2,550
Handbook for District Sector Office and District Project Owners	550	7,400	7,950
DVD – ROMs	285	4,915	5,200

Source: PCAP3

While the Midterm Review Team found the efficiency of the Project is high considering the potential outputs that the Project can produce by the end of the Project, that there is room for improvement to further increase efficiency;

- Expected printing volumes and cost could be reconsidered by introducing softcopies such as DVD, CD, USB and Website rather than hardcopies only to reduce the cost and make the materials widely available; and
- Resource mobilization efforts and timely planning should be made at the provincial level to continue capacity building of district officials. It is ideal to start this process during the Project implementation period.

5.4 Impact

It is very **difficult to judge** the impact of the Project outcomes at this stage of the Project implementation, because of data unavailability of the indicator on the Overall Goal. However several positive and negative impacts inspired by the Project outputs and activities have been observed.

Overall Goal	Objectively Verifiable Indicators	Achievement
Sector ministries, government organizations and	1) The Mid-Term Public Investment Plan 2016-2020 is utilize by the Lao Government	N/A

provincial/district sector departments manage public investment projects based on the mid-term public investment framework under the NSEDP	in ministries, government organizations, provinces and districts as the standard development budget planning and monitoring tool	
	2) The capital expenditure is managed in a mid-term basis and its debt is seeing reduction	N/A
	3) Positive and continuous effects that are contributing to the achievement of the NSEDP targets are found in completed public investment projects that are completed, operated and maintained as planned	N/A

The achievement of the indicator set for the Overall Goal could not be determined due to uncertainty of political will of the Lao government at the time of the Midterm Review; the indicator 1 can be achieved when the Mid-Term Public Investment Plan is incorporated in the 8th NSEDP 2016-2020, which will be formulated after the project has ended; the achievement of the indicator 2 could be largely contributed by the government's intervention to the pre-investment at the provincial level, that are the main cause of debts in capital investment in Lao PDR and; the implementation of operation and maintenance plan of the public investment projects largely depend on the financial situation of Lao PDR over the next few years.

The Project and MPI should continue making efforts to monitor progress of the achievement of the Overall Goal by means of specific quantitative and qualitative data.

In the meanwhile, according to the key informant interviews and the focus group discussions with the stakeholders, the Midterm Review Team has observed the following positive impacts.

- ADB is willing to closely work with PCAP3 for a financial framework reform particularly through it's support to MoF in developing a Medium-Term Expenditure Framework (MTEF), which has a strong linkage with the Project's Multi-year Rolling Public Investment Plan.
- UNDP is willing to closely work with PCAP3 for a formulation of the Mid-term Public Investment Plan including the Mid-term financial management within the mid-term review of the 7th NSEDP (2011-2015).
- MPI minister has already set up a Committee who selects priority projects based on the assessment conducted before the beginning of the Public Investment Projects (using PCAP tools).
- Provincial DPIs are willing to continue providing capacity building training to districts and sector departments with the domestic budgets such as technical support under the administrative budget of PIP.
- Provincial DPI officials are willing to work with sector departments and department of finance to conduct efficient and effective evaluation studies at the end of the public investment projects.

5.5 Sustainability

The Project sustainability is **moderate** at this period of Mid-term Review, because the Mid-term Review Team could not confirm commitments from MPI to sustain the Project from the political, financial and technical aspects. It is also encouraged that the Project takes serious measures to ensure the sustainability with concrete exit strategies. Especially in terms of rollout the Project

achievements and lessons learned, serious commitment from MPI to the Project in the latter half of the Project implementation period is expected to develop proper exit strategies and to promote self-reliant development of the managerial systems implemented by the Project.

5.5.1 Policy Sustainability

The policy support is likely to remain after the end of the Project. The Mid-term Review of the 7th NSEDP 2010-2015 indicates a need for a forecast of resource required for the next three years for public investment (either from domestic resources, loans and credits), which can be used to create the medium-term financial framework in the future. Therefore, it can be said that having the Mid-Term Public Investment Plan is aligned with the current government's policy and with the outline of the 7th NSEDP. This indicates that the implementation of Mid-term Public Investment Plan is likely to be supported by MPI. In addition, the Mid-term Review further emphasizes the importance of assessment and evaluation of PIP, which leads to the potential formalization of terminal and post evaluation of PIP that PCAP3 has been working on. The Midterm Review Team recommends that the Project work more closely with DoP-MPI with support from other development partners to establish a solid foundation for the implementation of the Mid-term Public Investment Plan during the project period.

5.5.2 Financial Sustainability

The Midterm Review Team has not observed a detailed plan to financially support the activities after the Project has ended. MPI has not discussed how the activities would be continued after the Project's termination. However, the key informant interviews suggested that capacity building component could be continued with the government's budget if each province is responsible for budgeting them in the annual investment plan prepared every year. The Project is expected to raise awareness of each province to make sure such training budget be included in the annual investment plan. Sustainability issue with Output 3 particularly in relation to AMP remains. MPI-DIC has rolled-out AMP in 2013 but the generation of the operational cost of the database, which amounts to approximately USD 10,000 per year, remains as a challenging issue within MPI. In addition, AMP has been established by an external foundation and is not housed in MPI-DIC, technical sustainability of AMP is not currently ensured.

5.5.3 Technical Sustainability

To ensure the technical sustainability, the institutionalization of such training and continuous follow-up of public investment programs would be necessary while the trainees are expected to disseminate their knowledge and skills on effective management of public investment programs obtained through the Project's trainings. The effective management of public investment projects should be institutionally supported by the MPI.

There are two technical challenges that could possibly affect the sustainability;

- 1) In order to sustain the current practice of the public investment programs management, continuous capacity building of MPI, DPI and DPO officials are indispensable. The Project is strongly expected to implement an exit strategy during the Project timeline and establish a basis to ensure technical sustainability by the end of the Project; and

- 2) Training manuals and handbooks need regular revisions as the approach and the regulations on public investment programs develop. The revision requires time and financial resources, which probably need to be solicited from the external donors.

6 Conclusion

The Midterm Review Team found that the activities of The Project Purpose and each Output which can work inside of MPI-DOE have made good progresses. Meanwhile, regarding Output 1 and Output 2, there is relatively small progress on the discussion between MPI-DOP and MOF Fiscal Policy department and budget department which have the authority of budgeting policy.

In Lao PDR, MPI which is responsible for and authorized to manage NSEDP, and MOF which unifies the national revenue and expenditure are involved in public investment plan and its implementation from the different aspects. Public investment plan is approved by MPI, DPI or/and DPO, however the approval is not always linked with the budget allocation of MOF. Therefore, the budget has not often allocated to the approved public investment plan. Moreover, the maintenance and operation costs for completed PIP also have not been secured. These situations have hindered the expressions of development effects from the public investment.

Thus, in order to make the Project more effective on the mid-term PIP management and the maintenance and operation costs, it is necessary to have careful consideration to securing budgets on PIP. Therefore, it is essential to build up stronger coordination and information sharing between MPI-DOP and MOF.

Based on the above aspects, with respect to Output 1 and Output 2 which are fundamental elements of PIP management and the national fiscal administration, continuous efforts on securing enough time for discussion with the relevant authorities, and to facilitate mutual understanding on recognition of and measures against the above challenges would be required to achieve the Outputs by the end of the Project.

7 Recommendations

7.1 Recommendations

1. More emphasis on coordination with the relevant departments of MPI and MOF on Output 1 and Output 2

In order to ensure PCAP3 to be aligned with the current Government financial policies, careful coordination with the Department of Planning of MPI, Department of Fiscal Policy and Department of Budget of MOF is essential for achieving Output 1 and Output 2. For the Output 1 to formulate the framework for Mid-term Public Investment Plan and Financial Management Guidelines, it should be consistent with the current policy on financial discipline such as budget deficit controlled below target (5%) of GDP, expenditure increase to be consistent with reliable revenue forecast, and Medium Term Fiscal Framework to be formulated by MOF. It is also necessary to correspond with the schedule of the 8th NSEDP formulation process to ensure timely provision of guidelines for preparation of Medium Term Public Investment Plan 2016-2020.

For the Output 2 to establish effective measures for operation and maintenance of public investment projects after its completion, further discussion is necessary with MOF to reach operational agreement on budget conditions including costs for maintenance and operation as well as methods and procedures for terminal and post evaluation studies.

2. Promotion of active involvement of MPI officials in the development of the framework of

Medium-term Public Investment Plan, Manuals and Handbooks

It is important to promote further active involvement of MPI officials in the development of the framework of Medium-term Public Investment Plan, as well as Manuals and Handbooks finalization, as the MPI continues to disseminate the tools and provide technical support to the Ministries and Provinces for their utilization in the management of PIP after the completion of the Project. In this connection, the 3-year rolling plan should be introduced as a pilot before the end of the Project both at the central and provincial level. After the Project completion, MPI needs to guide and support to implement 3-year rolling plan as a management tool of the Medium-term Public Investment plan under the 8th NSEDP. It is also necessary to consider that TOT and training should be intensively conducted according to the planning cycle timeframe.

3. Issuance of the Implementation Decree of the Public Investment Law and additional guidelines and instructions

For the effective management of public investment projects, detailed procedures and regulations should be stipulated in the Implementation Decree and issued for wider dissemination. It is necessary for MPI to consider acceleration of finalization and issuance of the Implementation Decree at the earliest. It is also necessary for MPI to consider issuing additional guidelines and instructions on the Medium term Public Investment Financial Management Guidelines, terminal and post evaluation studies, and other public investment management methods and procedures developed by the Project for official dissemination to ensure their implementation.

4. Clarifying the roles and responsibilities of central, provincial and district organizations

It is necessary to clarify the roles and responsibilities of each central, provincial and district organizations for public investment project management in accordance with 3-build policy.

5. Consideration of measures of dissemination of manuals and handbook of the PCAP3

Manuals and handbook developed by the Project should be disseminated widely to ministries and local administrations. Careful consideration should be made from the aspect of efficiency and effectiveness to determine means of dissemination in the form of hard copy, soft copy and web based and their combination.

6. Composition of joint evaluation committee

In the evaluation studies of completed public investment project, appropriate composition of joint evaluation committee needs to be considered to include respective sector ministry, MPI and MOF to ensure technical and financial sustainability in the evaluation.

7. Close cooperation with related of developing partners

In the implementation of the project, close cooperation and information sharing is important with other development partners such as UNDP, ADB and World Bank, as they support the formulation of the 8th NSEDP, Medium Term Expenditure Framework, and other policy reform initiatives of the Government which related to the management of Public Investment Projects.

8. Refinement of Project Design Matrix

The Team recommends that the indicators of the Project Design Matrix be refined to be able to measure properly its achievement of project purpose and to ensure consistency with the current financial policy. Proposed modification of Indicators of Project Purpose and Output 1 is indicated in the revised PDM of Annex 3.

Annex 1

Project for Establishing Strategy of Public Investment Project Management under NSEDP (PCAP3); Draft Project Design Matrix (PDM) page 1 of 2

Project Title: Project for Establishing Public Investment Plan under NSEDP (PCAP3)
Project Period: March 2012 to September 2015 (3 years and 7 months)

Target Group: Ministry of Planning and Investment
Target Area: Nationwide

Version: 0.1
Date: 10 October 2011

Narrative Summary	Objectively Verified Indicators	Means of Verification	Important Assumptions
<p><Overall Goals></p> <p>Sector ministries, government organizations and provincial/district sector departments manage public investment projects based on the mid-term public investment framework under the NSEDP</p>	<ol style="list-style-type: none"> 1) The Mid-Term Public Investment Plan 2016-2020 is utilized by the Lao Government in ministries, government organizations, provinces and districts as the standard development budget planning and monitoring tool. 2) The capital expenditure is managed in a mid-term basis and its debt is seeing reduction. 3) Positive and continuous effects that are contributing to the achievement of the NSEDP targets are found in completed public investment projects. 	<p>Mid-Term Public Investment Plan Monitoring Report and Post Evaluation Reports</p>	<ul style="list-style-type: none"> -NSEDP goals continue to be the national strategy. -Laos economy continues growth as expected
<p><Project Purpose></p> <p>The Ministry of Planning and Investment and its subordinate organizations manage public investment projects through a Mid-Term Public Investment Plan and a comprehensive framework</p>	<ol style="list-style-type: none"> 1) A guideline to draft Mid-Term Public Investment Plan 2016-2020 that is related to the NSEDP 2016-2020 is officially announced from the Ministry of Planning and Investment to ministries, government organizations, provinces and districts. 2) Terminal evaluation studies for completed public investment projects are conducted. 3) Post evaluation studies are conducted. 4) An ODA information management procedure is introduced. 5) Increased number of projects that are managed in the district levels. 	<p>Public Investment Plan Implementation Guideline by MPI</p> <p>Annual PIP List</p> <p>Terminal Evaluation List by MPI</p> <p>Post Evaluation List by MPI</p> <p>ODA Project List by MPI</p>	<ul style="list-style-type: none"> -The Ministry of Planning and Investment and its subordinate organizations continue to be the governing body of public investment project management. -ODA budget maintains the same level as expected by the Lao Government. -Revenue is collected as planned.
<p><Outputs></p>			
<p>1. A Mid-term Public Investment Plan and a financial management is established</p>	<ol style="list-style-type: none"> 1) A draft Mid-Term Public Investment Plan 2011-2015 is prepared in the pilot organizations. 2) A draft Mid-Term Public Investment Financial Management Guideline 2011-2015 is prepared by the Ministry of Planning and Investment. 3) Methods to develop and monitor the Mid-Term Public Investment Plan and the Mid-Term PIP Financial Management Guideline are included in the manuals and handbooks. 	<ul style="list-style-type: none"> -Draft Mid-Term Public Investment Plan -Draft Mid-Term PIP Financial Management Guideline -Revised manual -Revised Handbook 	<p>The Lao Government has commitment in public investment financial stability</p>
<p>2. Measures for effective operation of public investment projects after its completion are established</p>	<ol style="list-style-type: none"> 1) The Ministry of Planning and Investment and the Ministry of Finance agrees on budget conditions including costs for maintenance and operation of completed public investment projects. 2) Methods and procedures for terminal and post evaluation studies are developed and reflected in the manuals and handbooks 3) Methods and procedures of terminal and post evaluation studies are known to ministry, province and district organizations concerned. 4) The Ministry of Planning and Investment announces public investment projects that terminal and post evaluations will be conducted. 5) Number of public investment projects that submit completion reports; with operations and maintenance plan attached; increases. 	<ul style="list-style-type: none"> -Agreement statement among MPI and the Ministry of Finance -Revised manual -Revised Handbook -Training Reports prepared by the Project -Meta-evaluation reports prepared by MPI and the Project 	<p>The Ministry of Finance agrees in the developed method of terminal evaluation</p>
<p>3. ODA project information management is improved</p>	<ol style="list-style-type: none"> 1) Both donors and Lao Government sides are able to read ODA project information inclusive of counterpart funds. 2) A guideline on ODA project information management is included in the manuals and handbooks. 3) Methods and procedures of ODA project information management are disseminated to ministries, government organizations, provinces and district organizations concerned. 	<ul style="list-style-type: none"> -Agreement by development partners -Revised manual -Revised Handbook -Training Reports prepared by the Project -Meta-evaluation reports prepared by MPI and the Project 	
<p>4. A mechanism of management and capacity development for district-level public investment projects is established</p>	<ol style="list-style-type: none"> 1) The Ministry of Planning and Investment develops and announces roles and responsibilities for district-level public investment project management. 2) Methods and procedures on district-level public investment project management are included in the manuals and handbooks. 3) More than 5 provincial Department of Planning and Investment officials are capable of conducting training to district planning offices and district sector departments. 	<ul style="list-style-type: none"> -Announcement by MPI toward districts -Revised manual -Revised Handbook -Training Reports prepared by the Project -Training Plan by provinces 	<p>The Lao Government does not change its policy towards the district from the resolution announced in the 9th Party Congress, 2011.</p>

Project for Establishing Public Investment Plan under NSEDP (PCAP3); Project Design Matrix 1.0(PDM1.0) page 1 of 2

Project Title: Project for Establishing Public Investment Plan under NSEDP (PCAP3)
Project Period: March 2012 to September 2015 (3 years and 7 months)

Target Group: Ministry of Planning and Investment
Target Area: Nationwide

Version: 1.0
Date: 30 April 2012

Narrative Summary	Objectively Verified Indicators	Means of Verification	Important Assumptions
<Overall Goals>			
Sector ministries, government organizations and provincial/district sector departments manage public investment projects based on the mid-term public investment framework under the NSEDP	1) The Mid-Term Public Investment Plan 2016-2020 is utilized by the Lao Government in ministries, government organizations, provinces and districts as the standard development budget planning and monitoring tool. 2) The capital expenditure is managed in a mid-term basis and its debt is seeing reduction. 3) Positive and continuous effects that are contributing to the achievement of the NSEDP targets are found in completed public investment projects that are completed, operated and maintained as planned.	Mid-Term Public Investment Plan Monitoring Report and Post Evaluation Reports	•NSEDP goals continue to be the national strategy. •Laos economy continues growth as expected
<Project Purpose>			
The Ministry of Planning and Investment and its subordinate organizations in the provinces (Department of Planning and Investment) and districts (District Planning and Investment Office) manage public investment projects based on the mid-term public investment framework	1) A guideline to draft Mid-Term Public Investment Plan 2016-2020 that is related to the next NSEDP 2016-2020 is officially announced from the Ministry of Planning and Investment to ministries, government organizations, provinces and districts. 2) Terminal evaluation studies for completed public investment projects are conducted (specific indicative figures to be determined through project baseline studies). 3) Post evaluation studies are conducted (specific indicative figures to be determined through project baseline studies). 4) Accuracy of information is confirmed through ODA counterpart fund request documents that the Lao side applies, and the information is shared with the donor projects. 5) Increased number of projects that are managed in the district levels.	Public Investment Plan Implementation Guideline by MPI Annual PIP List Terminal Evaluation List by MPI Post Evaluation List by MPI ODA Project List by MPI Annual Public Investment List	•The Ministry of Planning and Investment and its subordinate organizations continue to be the governing body of public investment project management. •Government organizations and sector organizations in provinces and districts follow guidelines provided by the Ministry of Planning and Investment
<Outputs >			
1. A framework for Mid-term Public Investment Plan and Financial Management Guidelines is established	1) A draft Mid-Term Public Investment Plan 2011-2015 is prepared in the pilot organizations. 2) A draft Mid-term Public Investment Financial Management Guideline 2016-2020 is prepared by the Ministry of Planning and Investment. 3) Methods to develop and monitor the Mid-Term Public Investment Plan and the Mid-Term Financial Management Guideline are included in the manuals and handbooks.	•Draft Mid-Term Public Investment Plan •Draft Mid-Term Financial Management Guideline •Revised manual •Revised Handbook	The Lao Government has commitment in public investment financial stability
2. Measures for effective operation and maintenance of public investment projects after its completion are established	1) The Ministry of Planning and Investment and the Ministry of Finance agrees on budget conditions including costs for maintenance and operation of completed public investment projects. 2) Methods and procedures for terminal and post evaluation studies are developed and reflected in the manuals and handbooks 3) Methods and procedures of terminal and post evaluation studies are known through training etc. to ministry, province and district organizations concerned (specific indicative figures to be determined through project baseline studies). 4) The Ministry of Planning and Investment announces public investment projects that terminal and post evaluations will be conducted. 5) Number of public investment projects that submit completion reports; with operations and maintenance plan attached; increases (specific indicative figures to be determined through project baseline studies).	•Agreement statement among MPI and the Ministry of Finance •Revised manual •Revised Handbook •Training Reports prepared by the Project •Meta-evaluation reports prepared by MPI and the Project •Announcement contents •List of projects evaluated. •Completion report submission list	The Ministry of Finance agrees in the developed method of terminal evaluation
3. ODA project information management is improved	1) Development partners and the Lao Government are able to read ODA project information inclusive of counterpart funds. 2) A guideline on ODA project information management is included in the manuals and handbooks. 3) Methods and procedures of ODA project information management are disseminated to ministries, government organizations, provinces and district organizations concerned (specific indicative figures to be determined through project baseline studies).	•ODA database usage report. •Agreement by development partners •Revised manual •Revised Handbook •Training Reports prepared by the Project •Meta-evaluation reports prepared by MPI and the Project	
4. A mechanism of management and capacity development for district-level public investment projects is established	1) The Ministry of Planning and Investment develops and announces roles and responsibilities for district-level public investment project management. 2) Methods and procedures for district-level public investment project management are included in the manuals and handbooks. 3) More than 5 provincial Department of Planning and Investment officials are capable of conducting training to district planning offices and district sector departments.	•Announcement by MPI toward districts •Revised manual •Revised Handbook •Training Reports prepared by the Project •Training Plan by provinces	

Project for Establishing Public Investment Plan under NSEDP (PCAP3); Project Design Matrix 2.0(PDM2.0) page 1 of 2

Project Title: Project for Establishing Public Investment Plan under NSEDP (PCAP3)
Project Period: March 2012 to September 2015 (3 years and 7 months)

Target Group: Ministry of Planning and Investment
Target Area: Nationwide

Version: 2.0
Date: 6 March 2014

Narrative Summary	Objectively Verified Indicators	Means of Verification	Important Assumptions
<p><Overall Goals></p> <p>Sector ministries, government organizations and provincial/district sector departments manage public investment projects based on the mid-term public investment framework under the NSEDP</p>	<ol style="list-style-type: none"> The Mid-Term Public Investment Plan 2016-2020 is utilized by the Lao Government in ministries, government organizations, provinces and districts as the standard development budget planning and monitoring tool. The capital expenditure is managed in a mid-term basis and its debt is seeing reduction. Positive and continuous effects that are contributing to the achievement of the NSEDP targets are found in completed public investment projects that are completed, operated and maintained as planned. 	<p>Mid-Term Public Investment Plan Monitoring Report and Post Evaluation Reports</p>	<ul style="list-style-type: none"> NSEDP goals continue to be the national strategy. Laos economy continues growth as expected
<p><Project Purpose></p> <p>The Ministry of Planning and Investment and its subordinate organizations in the provinces (Department of Planning and Investment) and districts (District Planning and Investment Office) manage public investment projects based on the mid-term public investment framework</p>	<ol style="list-style-type: none"> A guideline to draft Mid-Term Public Investment Plan 2016-2020 that is related to the next NSEDP 2016-2020 is officially announced from the Ministry of Planning and Investment to ministries, government organizations, provinces and districts. Evaluation studies for completed public investment projects are conducted for projects to be selected by the relevant authorities with operation and maintenance plans attached (specific indicative figures to be determined). Accuracy of information is confirmed through ODA counterpart fund request documents that the Lao side applies, and the information is shared with the donor projects. Increased number of projects that are managed in the district levels. 	<p>Public Investment Plan Implementation Guideline by MPI</p> <p>Annual PIP List Terminal Evaluation List by MPI Post Evaluation List by MPI</p> <p>ODA Project List by MPI</p> <p>Annual Public Investment List</p>	<ul style="list-style-type: none"> The Ministry of Planning and Investment and its subordinate organizations continue to be the governing body of public investment project management. Government organizations and sector organizations in provinces and districts follow guidelines provided by the Ministry of Planning and Investment
<p><Outputs></p> <p>1. A framework for Mid-term Public Investment Plan and Financial Management Guidelines is established</p>	<ol style="list-style-type: none"> A draft Mid-Term Public Investment Plan 2011-2015 is prepared in the pilot organizations. A draft Mid-term Public Investment Financial Management Guideline 2016-2020 is prepared by the Ministry of Planning and Investment in line with the Government policies on financial discipline. Methods to develop and monitor the Mid-Term Public Investment Plan and the Mid-Term Financial Management Guideline are included in the manuals and handbooks. 	<ul style="list-style-type: none"> Draft Mid-Term Public Investment Plan Draft Mid-Term Financial Management Guideline Revised manual Revised Handbook 	<ul style="list-style-type: none"> The Lao Government has commitment in public investment financial stability
<p>2. Measures for effective operation and maintenance of public investment projects after its completion are established</p>	<ol style="list-style-type: none"> The Ministry of Planning and Investment and the Ministry of Finance agrees on budget conditions including costs for maintenance and operation of completed public investment projects. Methods and procedures for terminal and post evaluation studies are developed and reflected in the manuals and handbooks. Methods and procedures of terminal and post evaluation studies are known through training etc. to ministry, province and district organizations concerned (specific indicative figures to be determined through project baseline studies). The Ministry of Planning and Investment announces public investment projects that terminal and post evaluations will be conducted. Number of public investment projects that submit completion reports; with operations and maintenance plan attached; increases (specific indicative figures to be determined through project baseline studies). 	<ul style="list-style-type: none"> Agreement statement among MPI and the Ministry of Finance Revised manual Revised Handbook Training Reports prepared by the Project Meta-evaluation reports prepared by MPI and the Project Announcement contents List of projects evaluated. Completion report submission list 	<ul style="list-style-type: none"> The Ministry of Finance agrees in the developed method of terminal evaluation
<p>3. ODA project information management is improved</p>	<ol style="list-style-type: none"> Development partners and the Lao Government are able to read ODA project information inclusive of counterpart funds. A guideline on ODA project information management is included in the manuals and handbooks. Methods and procedures of ODA project information management are disseminated to ministries, government organizations, provinces and district organizations concerned (specific indicative figures to be determined through project baseline studies). 	<ul style="list-style-type: none"> ODA database usage report. Agreement by development partners Revised manual Revised Handbook Training Reports prepared by the Project Meta-evaluation reports prepared by MPI and the Project 	
<p>4. A mechanism of management and capacity development for district-level public investment projects is established</p>	<ol style="list-style-type: none"> The Ministry of Planning and Investment develops and announces roles and responsibilities for district-level public investment project management. Methods and procedures for district-level public investment project management are included in the manuals and handbooks. More than 5 provincial Department of Planning and Investment officials are capable of conducting training to district planning offices and district sector departments. 	<ul style="list-style-type: none"> Announcement by MPI toward districts Revised manual Revised Handbook Training Reports prepared by the Project Training Plan by provinces 	

Annex 4: List of Equipment Provided by the Project

Project Title: Project for Establishing Public Investment Plan under NSEDP (PCAP3)								Project Number:
Counterpart Organization: Ministry of Planning and Investment, DOE								Department / Section / Office in Charge: JICA Laos Office
Duration of the project: 19th March 2012 – 31st September 2015 (3 years 6 months)								Project Scheme and Project Operating Agency PROJECT, IC Net Limited
Date of Registration in JICA Office DD/MM/YY	PCAP Office Administration Number	Description and Name of Equipment and Goods	Specification Standard	Quantity	Unit Price	Provider	Phone No.	Remarks
22/3/2012	1	Office Chair (Leeco Ts 411 F 407)		1	\$90	Panuvat Furniture	021.216.181	PCAP3 office
22/3/2012	2	Office Desk (Leeco)		1	\$300	Viengnyom Furniture	021-215181; 240379	PCAP3 office
28/3/2012	3	Desk Top Computer Monitor (LCD HP 18.5") Key Board USB +Mouse	HP Pro 3330 PC, Intel corei5-2400 Processor (3.0GHz,3MB L3 Cache), HDD 1000GB, Drive DVD Super-Multioptical, Drive, Ram 4GB, Warranty 1 year for	1	6,450,000 kip	Jiro Computer	021-413888,453666 Fax: 021-453444	PCAP3 administration
5/4/2012	4	Fax Telephone (Panasonic)	KX -FT983CX-B	1	1,400,000 kip	Panasonic	021-254222	PCAP3 office
24/4/2012	5	Projector Acer X 1111A		1	3,299,000 kip	Jiro Computer	021-413888	for training (stored in PCAP3 office)
3/5/2012	6	Cordless phone (Panasonic)	KX-TG3711BX-B	1	567,000 kip	Panasonic	021-254222	PCAP3 office
3/5/2012	7	Lumix Digital Camera (Panasonic)	DMC-FH7GF-S	1	2,214,000 kip	Panasonic	021-254222	for training (stored in PCAP3 office)
3/8/2012	8	Stabilizers	LiOA 1,000W	3	535,000 kip	Sathaphone Electric Supplies	021-214545	PCAP3 office
6/8/2012	10	Canon PIXMA iP 100 Mobile Inkjet Printer	CANON IPV100	1	\$105.00	Micro-Info	021-454718, 264307	for training (stored in PCAP3 office)
6/8/2012	11	UPS	525 VA " Leonic"	1	\$328.00	Micro-Info	021-454718, 264307	PCAP3 office
18/10/2012	12	Laptop Computer (HP bag, Mouse, Mouse pad, Slicker Lao)	HP 1000-1126TU, CPU Intel Core i3-3110M (2.40GHz, 3MB L3 Cache) Size 14 inch, Memory 4 GB DDR3, Hard Disk 500 GB 5400 RPM, D-sub/VGA, HDMI, Bluetooth, Card Reader, Wireless Lan, 2.40 kg	2	4,500,000 kip	X - GOM Computer	021- 414071	for training, studies, workshops and business trips (stored in PCAP3 office)
21/6/2013	13	Screen 70"x 70" Tripot (180 cm x 180cm)		2	1,078,000 kip	Inter computer	021-261345, 264642, Fax: 450579	for training, studies, workshops and business trips (stored in PCAP3 office)
24/6/2013	14	Pointer OQER	for powerpoint	1	312,000 kip	Jiro Computer	413888, 453666 Fax: 453444	for training (stored in PCAP3 office)
24/6/2013	15	Sony Camera CX 220E	Free bag and Memory 4GB	1	2,727,000 kip	Jiro Computer	413888, 453666 Fax: 453444	for training, studies, workshops and business trips (stored in PCAP3 office)
24/6/2013	16	LCD Projector Acer X 1140A		1	3,510,000 kip	Jiro Computer	413888, 453666 Fax: 453444	for training, studies, workshops and business trips (stored in PCAP3 office)

Annex 5: List of Interviewees

Date	Name	Title	Organization
16-Jan	Department of Evaluation, MPI		
	Mr. Sengmany Keolungsy	Director General	MPI-DoE
	Department of Planning, MPI		
	Mr. Ounheune Chittaphong	Deputy Director General	MPI-DoP
17-Jan	Department of Evaluation, MPI		
	Mr. Phoukhong Bannavong	Former Director General	MPI-DoE
	Department of International Cooperation, MPI		
	Mr. Houmphanh	Deputy Director General	MPI-DIC
	Internal Evaluation Presentation at DoE, MPI		
	Mr. Ichiro Okumura	Chief Advisor	PCAP3
	Mr. Phouvong Sihalath	National Consultant	PCAP3
	Mr. Thongpak Mahahng	Technical Staff	DoE
	Ms. Oudalone Siphovong	Technical Staff	DoE
	Ms. Somphath Souvanavong	Head of Department	DoE
	Ms. Kheunkham Bounvilay	Technical Staff	DoE
	Ms. Duangchang Inkeo	National Consultant	PCAP3
	Mr. Chindakone Kuaumeaungchan	National Consultant	PCAP3
Ms. Mayuly Chamleunsab	National Consultant	PCAP3	
20-Jan	Planning Department, Ministry of Agriculture and Forestry		
	Dr. Tateva		MAF
	Ministry of Agriculture and Forestry		
	Ms. Phassabaikhith Voraboudda	Staff	DOPC - MAF
	Ms. Lattana Soulibouth	Officer	DOPC - MAF
	Ms. Thiphaphone Phiengvilaivanh	Staff	IRR - MAF
Mr. Pasonexay Insiengmay	Deputy director of division	IRR - MAF	
21-Jan	Department of Planning and Investment in Champasack		
	Mr. Manila Onsavieng	Technical staff	DPI Chapmasack
	Mr. Kanya Bouaseesouk	Technical staff	DPI Chapmasack
	Mr. Vilakone Thongkeo	Technical Staff	DPI Chapmasack
	Mr. Vongphayloun Veokhoummevong	Deputy of planning	DPI Chapmasack
	Mr. Khamphong Souhyyachak	Technical staff	DPI Chapmasack
	Mr. Somephong Phonmysay	Deputy of evaluation	DPI Chapmasack
	Mr. Phoukhong Dnexayvieng	Technical staff CIS	DPI Chapmasack
	Mr. Khampachak Keophuvong	Technical staff of evaluation sector	DPI Chapmasack
	Mr. Boutup Buppavanh	Head of EVT sector	DPI Chapmasack
	Department of Agriculture and Forestry in Champasack		
	Mr. Somboun Oudomsin	Deputy head of irrigation section	Irrigation section, DAF
	Mr. Noupone Phommavanh	Head of irrigation development unit	Irrigation section, DAF
	Ms. Manila Onsavieng	Technical staff	DPI Champasack
	Mr. Souphakone Sysanaboun	Deputy head of planning unit	Planning and cooperation section
	Department of Public Works and Transport in Champasack		
Mr. Souksavanh Phengphachanh	Head of planning section	DPWT	
22-Jan	Department of Planning and investment in Champasack		
	Mr. Bouniab Bobphavanh	Heat of Evaluation Section	DPI of Champasack
	Mr. Somphone Phommexay	Depuy of EVT sector	DPI of Champasack
	Mr. Khampachak Keophuvong	Technical staff of EVT sector	DPI of Champasack
	Mr. Saithong Xayyavong	Director of DPI Champasack	DPI of Champasack
	Department of International Cooperation, MPI		
Dr. Arounyadeth		MPI-DIC	
23-Jan	Budget Department, Ministry of Finance		
	Mr. Teuame Bouphasiri		
	Mrs. Vhankhouane Sixaoun		
	Mr. Phoukham Soulat	Technical Staff	Information cooperation division
	Fiscal Policy Department, Ministry of Finance		
Mr. Duangchay	Technical Staff	Fiscal policy department	
Mr. Vileth	Deputy chief of division	Fiscal policy department	
24-Jan	UNDP-NSEDP		
	Mr. Nick Maddok	Chief Technical Advisor	MPI-DoP

27-Jan	Department of Planning and Investment in Oudomxay		
	Mr. Somvang Souliyaphone	Deputy director of DPI	DPI of Oudomxay
	Ms. Chanthala Xaybounheung	Head of admin office	DPI of Oudomxay
	Mr. Sorlasinh Kantesaly	Head of sector	DPI of Oudomxay
	Mr. Vongxay Siatailor	Head of evaluation sector	DPI of Oudomxay
	Mr. Singthong Chanthasolith	Technical staff	DPI of Oudomxay
	Mr. Thongkhan Vonglorm	Technical staff	DPI of Oudomxay
	Mr. Khamdeng Bounpasert	Technical staff	DPI of Oudomxay
	Mr. Phitsakhan Oudompae	Technical staff	DPI of Oudomxay
	Mr. Khamxay Oulayseng	Technical staff	DPI of Oudomxay
	Mr. Somphan Kosada	Technical staff	DPI of Oudomxay
28-Jan	Department of Planning and Investment in Oudomxay		
	Mr. Sorlasinh Khantisasy	head of evaluation sector	DPI of Oudomxay
	Mr. Vongxay Siatailor	Deputy head of sector	DPI of Oudomxay
	Mr. Thongkhan Vonglorm	Technical staff	DPI of Oudomxay
	Mr. Somphone Kosada	Technical staff	DPI of Oudomxay
	Mr. Khamxay Oulayseng	Technical staff	DPI of Oudomxay
	Mr. Nitdaphone Somsamath	Technical staff	DPI of Oudomxay
	Mr. Phitsakhon Oudompae	Technical staff	DPI of Oudomxay
	Mr. Singthong Chanthasolith	Technical staff	DPI of Oudomxay
	Department of Health in Oudomxay		
	Mr. Khamphai Souvandy	Deputy head of planning	DoH of Oudomxay
	Mr. Khounphanh Xayavong	Director of public health	DoH of Oudomxay
29-Jan	Asian Development Bank		
	Mr. Phanthouleth Louangraj	Senior Economics Officer	ADB
	Mr. Soulinthone Leuangkhamxing	Senior Economics Officer	ADB

