

MIDTERM REVIEW OF CEGGA II

Citizen Engagement for Good Governance, Accountability and Rule of Law

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LIST OF ABBREVIATIONS

AFD	Agence française de développement
AIPA	Asian Inter-Parliamentary Assembly
ASEAN	Association of Southeast Asian Nations
BABSEACLE	Bridges Across Borders South East Asia Clinical Legal Education
CEGGA	Citizen Engagement for Good Governance, Accountability and Rule of Law
CLE	Clinical legal education
CSO	Civil society organisation
DAAD	Deutscher Akademischer Austauschdienst, German Academic Exchange Service
DAC	Development Assistance Committee
DPAD	Department of Public Administration Development
EJPS	European Joint Programming Strategy
ENTO	European Network of Training Organisations
GSGW	Sector Working Group on Good Governance
LAK	Lao Kip, Lao's local currency
LCCC	Lao Civil Society Coordination Committee
MoHA	Ministry of Home Affairs
NIJ	National Institute of Justice
NAPPA	National Academy for Politics and Public Administration
NSEDP	National Socio-Economic Development Plan
OECD	Organisation for Economic Cooperation and Development
PDR	People's Democratic Republic
PLS	Post-legislative scrutiny
PoHA	Provincial Department of Home Affairs
PPA	Provincial People's Assembly
SDG	Sustainable Development Goals
WFD	Westminster Foundation for Democracy

EXECUTIVE SUMMARY

«Citizen Engagement for Good Governance, Accountability and Rule of Law» (CEGGA II) has been so far a successful Team Europe Initiative program fully aligned with the national programs and policies of Lao PDR. In view of the Paris Declaration of 2005 and the Accra Agenda for Action 2008 CEGGA II can be regarded as a good practice example in harmonisation and alignment, not only with regard to the activities aligned with national strategies, but also in terms of integrating several donors, national and international foundations and civil society organisation in the implementation of the program. CEGGA II contributed to an important impact in supporting the «Sam-Sang» directive (deconcentration and decentralisation approach) of 2012, based on the «New Thinking» («Chin-Thanakaan-Mai») policy back in 1986 in the two pilot regions.

CEGGA II should focus until December 2025 on knowledge management and documentation of solutions found, both products and processes to allow upscaling, sharing and dissemination.

CEGGA II has so far achieved three out of 15 targets. While another eight targets are likely to be achieved until the end of 2025, there are three targets that are unlikely to be achieved. Main reason is a delay in approval processes and thus beyond the direct influence of CEGGA II.

Essential in setting up complex multi-level and multi-stakeholder programs supporting good governance is an excellent cooperation and steering structure. CEGGA II not only has been jointly developed between international donors and the Government of Lao, but has also been excellent in setting up appropriate cooperation and steering structure amongst the partners. CEGGA managed to build up trustworthy relationships with the various stakeholders and managed to support a political and administrative cultural change how civil society is being viewed by state institutions and decision-makers.

Key lessons of CEGGA II include, among others, the importance of a careful design of cooperation, the fact of different absorption capacities of the pilot regions, and the time needed for changing administrative culture when entering into a dialogue of civil society organisation and state institutions.

In view of improvements, there are no major recommendations for component 1, component 2 (citizen-oriented decision-making) suffers currently from the long approval processes to start activities on the provincial level and thus might require different implementation strategies on the national and the provincial level to meet the targets, while component 3 (rule of law and access to justice) could reach out for more beneficiaries, thereby including the perceived value of legal aid and awareness of the rule of law while continuing consolidation and institutionalisation.

1. PURPOSE OF THE MIDTERM REVIEW

The Team Europe Initiative program «Citizen Engagement for Good Governance, Accountability and Rule of Law» (CEGGA) started in 2017 and is currently in its second phase from 2022 to 2025, funded by Switzerland, Germany and the European Commission, and is being implemented by Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ). The total budget for the second phase is about 9 million Euros, after an initial funding in phase one of 19.5 million Euros.

CEGGA is a flagship program within the Team Europe Initiative. In the new European Consensus on Development and the Global Strategy for the European Union's Foreign and Security Policy the European Union and its Member States affirmed their commitment to working better together. The aim is to strengthen the EU's contribution to implementing the 2030 Agenda for Sustainable Development through greater coordination and coherence. CEGGA has been developed using the joint European programming.

Lao PDR is a multi-ethnic country with about 7.4 million inhabitants. One third is under the age of 15. In 2022, the median age of the population in Laos is estimated to be around 24 years. By 2050, the average age of the population in Laos is forecast to increase to around 33 years. In a report published in July 2022, the World Bank warned that Lao PDR was on the brink of a debt crisis. The high level of public debt, an inadequate tax base, limited financing options and low foreign currency reserves were posing a threat to the country's economic stability and development outlook. Lack of resources also impact on efficient delivery of services. Resource inadequacy is acutely experienced at the sector level, particularly at the sub-national level, which is mandated to deliver services. Under these difficult economic situation, the Government of Lao has passed the 9th Five-Year National Socio-Economic Development Plan (NSDEP) covering the years 2021 to 2025 which aims to translate the Resolution of the 11th Party Congress, as well as continue the implementation of the National Strategy on Socio-Economic Development 2025 and Vision 2030 of the Lao PDR. The promotion and assistance of establishment of a genuine and well-functioning Rule of Law state is one of the overarching objectives of the European Partners in the Lao PDR and reflects strategic priorities of the 9th NSDEP to strengthen public administration effectiveness. It will also help achieve the following SDGs: Gender Equality (SDG 5); Reduced Inequalities (SDG 10); and Peace, Justice and Strong Institutions (SDG 16).

The terms of reference for the midterm review of CEGGA asked for an evaluation against the CEGGA results framework (See «Review of CEGGA against results framework», page 2), the OECD DAC criteria (See «Review of CEGGA based on basic DAC criteria», page 8) and the success factors of GIZ's internal capacity works approach (See «Review of CEGGA based on Capacity Works», page 12).

The midterm review is based on an analysis of documents and interviews with key stakeholders, including partners from government, implementing partners and international donors contributing to CEGGA II, as well as other stakeholders in the area of governance.

The interviews with key stakeholders were both organised online and in presence, and they were supported where necessary by a translator, Detsada Soukhaseum, who is well informed about CEGGA, as he was already involved in the near-to-end review of CEGGA in 2021. The evaluator would like to thank the CEGGA team for the support provided, both in terms of logistics, but also in terms of fruitful discussion on content, strategy, challenges and risks of CEGGA II.

2. REVIEW OF CEGGA AGAINST RESULTS FRAMEWORK

The overall outcome of CEGGA II has been formulated as «Citizen-state interaction is enhanced for inclusive national development». The intervention logic builds on three component objectives:

- (1) Dialogue between CSOs and state institutions is improved in frequency and substance;
- (2) Citizen-focused decision-making processes of the NA and PPAs in selected partner provinces are implemented;
- (3) Access to justice is strengthened.

The program has three main outputs: Output one focuses on civil society support (**«The dialogue between civil society organisations and state institutions has improved in frequency and substance»**). The intention is to promote the dialogue between civil society organisations and decision-making bodies of Lao PDR on both national and provincial level. CSO benefit from small grants and capacity development support and are thereby empowered to implement local projects contributing to inclusive socio-economic development.

The second output (**«Citizen-focused decision-making processes of the NA and PPAs in selected partner provinces are implemented»**) focuses on decision-making processes on national as well as on provincial level. The intention is to support assemblies to handle public engagement and to implement citizen-oriented procedures.

The third output focuses on access to justice (**«Access to justice is strengthened»**). This output refers to the objective of the Lao government to establish legal aid services at the provincial level, as well as on better communication on existing rules and regulations to the general public. In Lao, this has been labelled as «rule of law».

2.1 General theory of change

CEGGA II aims to promote good governance, human rights and the rule of law in Lao PDR, as laid out in the Government of Lao's policies and impacts. Thereby the assumption was made that if there is a policy dialogue between government bodies and CSOs, and if demand-driven inputs are being considered by decision-making bodies, and if citizens have better understanding of their rights, then Lao citizens will experience improved governance, human rights and rule of law. The assumptions centre around a perceived gap between local demand and government decision-making and subsequent activities. The assumptions refer to the Lao strategy to reach out for alternative governance mechanisms in providing services in public interest by integrating civil society organisations and their expertise in the provision of public services. The definitions of «good governance» «human rights» and «rule of law» thus do not necessarily refer to the standard theoretical definitions, but rather to a Lao context.

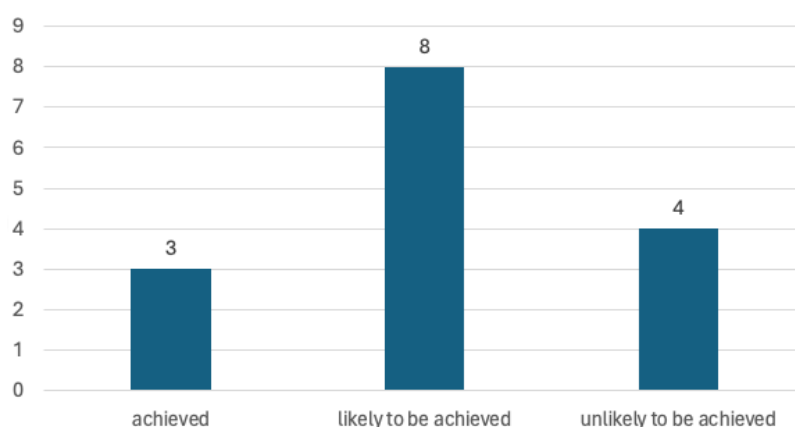
It is recommended that the terms used should be discussed continuously with the various stakeholders at all levels to ensure a common understanding, especially on the sub-national level.

2.2 Achievement of indicators

In total, CEGGA II counts fifteen indicators (see table «Achievement of CEGGA II indicators (text-based)» on page 6). The total amount of indicators reflects the complexity of the program. Most indicators are on outputs and not on impacts.

Three indicators out of 15 were already achieved when the midterm review took place (outcome indicator 1, output indicator 3.2, 3.3), and eight indicators (outcome indicators 2, 4 and 5, output indicators 1.1, 1.2, 1.3, 2.2, 3.1) are likely to be achieved until the end of the program period, while there are four indicators that will be difficult to be achieved until the end of CEGGA II. Refer to «Achievement of CEGGA II indicators (text-based)» on page 6 for an overview, targets and actual achievement.

Figure 1: Achievement of CEGGA II indicators (graphical illustration)



There are five indicators on the outcome level, whereby one have been achieved (outcome indicator 1), three are achievable until the end of 2025 (outcome indicator 2, 4 and 5). The remaining one seems hard to achieved in the remaining time period. The indicator refers to the number of issues raised by citizens through public engagement tools that are followed through by CEGGA supported PPAs (indicator 3).

2.2.1 Component One

Component One (with three indicators on the output level) did not yet achieve the targets, but it is very likely that all indicators will be achieved at the end of 2025. One indicator (1.1) refers to the number of meetings between CSOs and state institutions. Another indicator refers to the number of grants given to CSOs. Up to now, 22 new projects started, and 4 projects are supporting CSO's networking activities. The small grant program has proven to raise the capacity of CSOs, and the small grant program could also be used to showcase the activities and expertise of CSOs in delivering services to the local populations. This approach has allowed to reach eleven provinces.

Much effort has been invested in capacitating civil society organisations, especially those who are subject to official registration. While there has been a constant increase in CSOs created, the absolute numbers are small - an issue beyond CEGGA II influence. As of April 2024, 87 civil society organisations are members of the «Lao Civil Society Organizations Platform» (<http://www.laocso.org>).

CEGGA II also supports annual meetings between CSOs and the Government of Lao, both on the national level, as well as on the provincial level with the respective deconcentrated branches of sector ministries. The support to CSOs has been successful, as there are now also sectoral meetings, for example, CSOs working in a specific area came together with the Ministry of Agriculture and Forestry. CEGGA II has organised twice a fair of civil society organisations at the provincial level, offering the opportunity to showcase the activities of CSOs. These activities should be further supported, especially the supporting program and the concept of this fair should also be accessible to

other provinces. CSOs are being supported regarding their policy dialogue skills and how to present local demands to national and provincial decision-makers. Up to now, they have contributed three inputs on environmental issues, gender equality, and inclusion of vulnerable groups. The target is to have ten inputs until the end of 2025, which seems to be achievable.

CEGGA II has been supporting the Ministry of Home Affairs in reviewing the regulatory framework (decree 238 on non-profit organisations and decree 149 on foundations), which has not been a previously defined activity, as well as creating and managing a database on civil society organisation in Lao PDR. The tool will allow a digitalisation of the CSO registration process, as well serve as a communication channel from the Ministry of Home Affairs to CSOs on regulatory news. The tool, however, should not reduce the opportunities of the already existent web site of the Lao Civil Society Organisations Platform at <http://www.laocso.org>. The two should agree on how to disseminate official information to the CSOs.

The capacity development approach here is based not only on technical expertise being offered, but also by creating the network of civil society organisations and to institutionalise the dialogue between the network and the Government of Lao PDR. What has been very successful has been the integration of experienced (international) civil society organisations as implementing partners of CEGGA II. CEGGA II not only benefitted from the rich practical experience of these organisations, increasing effectiveness, but also benefitted from higher efficiency, as CEGGA II could build upon existing expertise, reduce the time span between concept and implementation and avoid the creation of doubled external expertise. CEGGA's broad-based approach to strengthening civil society - capacity development and project financing - has proven to be very successful.

2.2.2 Component Two

Component Two (with four indicators on the output level) has up to now not achieved any of the four indicators, whereby one seems to be achievable until the end of CEGGA II (indicator 2.2 on post-legislative scrutiny). Two others are pending (2.3 and 2.4) and are interrelated with component one activities for capacity building of CSOs. One indicator (2.1) on the national level demands that two selected committees (Law Committee and Justice Committee) take advantage of existing mechanism for demand-oriented information resources, thereby receiving 14 inputs. One reason for the low achievement is the cultural change for both the national and provincial assemblies in dealing with public engagement and CSOs. Main reasons for delays are lengthy approval processes on partner side and a constant challenge of working directly with sub-national levels..

Most of the activities were on the central level, while the support to the PPAs was limited, mostly focused on dialogue between decision-makers of the Provincial People's Assemblies and CSOs working in the respective provinces. This was due to the lengthy approval processes on national level, restricting activities on the provincial level.

Reliably assessing the consequences of legal regulations is important in order to be able to steer social and economic processes politically. While there is little standardised experience on good draft legislation — the Venice Commission of the Council of Europe focuses more on constitutional laws than on statute law — there are inspiring approaches from several EU member states as well from the EU. The Law Committee is one of the nine committees of the National Assembly of Lao PDR. The committee plays a key role in the review and scrutiny of bills as well as raising public awareness around legislation. CEGGA II worked together with the Westminster Foundation for Democracy (WFD) and has published a manual on post-legislative scrutiny. The manual is an operational tool that is helping the Law Committee to streamline the practice of evaluating the implementation and impact of laws to ensure that laws benefit citizens in the way

they were intended to. The development of the manual came after a series of workshops that culminated with a piloting session of the guide. The Law Committee is geared up to using the manual as part of their regular parliamentary business. This technical manual is straightforward jumping into the process of conducting such a scrutiny, but it lacks an introduction especially for decision-makers and public administration officials on sub-national level what a post-legislative scrutiny is about.

The component is on less on track, more focus should be on the actions taken by the respective assemblies, and how this actions is being communicated to the population. Main reason is the slow approval process of the central implementing agency to allow CEGGA II to operate on the provincial level.

2.2.3 Component Three

The third component supported the Government of Lao PDR to establish rule of law and to capacitate future lawyers and public officials, as well as to support access to justice. Thereby, the technical assistance is not limited to the rule of law only, but also covers topics such as human rights, domestic violence, freedom of expression, and youth rights.

Component three counts three indicators on output level, of which two have been achieved. Both indicators, however, are on a rather low absolute level: Indicator 3.2 reaches out for legal aid provided by 30 students only, and indicator 3.3 on awareness of rule of law development methodologies in public administration as a principle for access to justice was targeting 50 persons only. However, it should be noted that the approach was resource-intensive and qualitatively demanding. To increase long-term sustainability beyond the time period of CEGGA II, it would be useful to alter the target and to reach out for more students, as well as PPA members and public officials. CEGGA already did so as the respective teaching module has been included in the NAPPA curriculum. The third indicator (3.1) is about the number of people on provincial and district levels in the two pilot provinces having received legal aid. Here, the target of 2,000 people, of which 800 women is a challenge to be met until the end of CEGGA II. The program is confident to meet the target. Monitoring data shows that the actual number of provided legal aid is much lower (699), and that the share of women seeking legal aid is small. Only 89 of 699 persons were female. A survey undertaken in 2023 helped to analyse the impact, however, the survey did not contain much gender-related information.

The capacity development approach is targeting both government officials as well as law students of the National Institute of Justice and its regional branches. The National Institute of Justice (NIJ) was established in 2015 only, integrating former law colleges and the legal judicial training institute, which was a training facility for the Ministry of Justice officials, as an institution with three main duties, including: (1) Legal education for law college students, (2) Training for Ministry of Justice officials, and (3) Unified training for future judges, prosecutors and lawyers. CEGGA II has given capacity development for teachers covering a wide range of topics, from international public law to human rights law, but also covering methodology and didactics of learning.

Innovative approaches within component three were, among others, conducting surveys on legal aid, whereby the results helped to improve technical assistance, and the surveyors were law students receiving capacity development on rule of law and legal aid even beyond the geographical limitation of the two pilot regions. CEGGA II supported the elaboration of legal textbooks. Further, reaching out beyond the competence of the Ministry of Justice, CEGGA II also produced a video on child marriages in cooperation with

the Ministry of Foreign Affairs. For the Ministry of Justice, animations on various topics in local languages were produced and are available for the district levels.

Law students benefitted from a coherent program — clinical legal education — which capacitated not only the students, but also public legal education in general, as students shared their knowledge on provincial and district level (train-the-trainer). This approach ensures a long-term sustainability, as the students will work later as lawyers, judges, or government officials. This training allowed also to widen the geographical limitation, as the regional NIJ branches in Luang Prabang for the Northern provinces and Savannakhet for the Central provinces.

Also component three cooperated with external expertise, for example BABSEACLE and the Centre for Development and Environment of the University of Bern.

Recent data show that roughly one forth of the local population is aware of the legal aid system established in 2018, it would be good to know whether CEGGA II contributed to an increase of awareness.

Table 1: Achievement of CEGGA II indicators (text-based)

Nr	Indicator	Baseline, Target and Current Status	Status of achievement
1	The number of CEGGA supported CSOs that contribute to multi-stakeholder dialogues.	Baseline: 0 CSOs and 0 technical inputs, Target: 4 CSOs and 8 technical inputs Current status: 9 CSOs and 9 technical inputs	achieved
2	The number of draft legislation that were deliberated during ordinary sessions of the National Assembly to which independent experts and/or CSOs had provided gender-related inputs.	Baseline: 0 gender-related inputs Target: 3 gender-related inputs Current status: 1 gender-related input	not achieved so far
3	The percentage of number of issues raised by citizens through public engagement tools that are followed through by CEGGA supported PPAs.	Baseline: 70.6% (2019) Target: 90% (2025) Current status: delayed	not achieved so far
4	Number of citizens (gender disaggregated) who received legal aid in selected partner provinces.	Baseline: 800 of which 20% women (2019) Target: 8000 of which 40% women Current status: 1370 of which 26% women	achievable until end of 2025
5	Percentage of women in CEGGA-supported partner institutions/organisations with a positive perception on their influence in political, economic or public life at all levels.	The number of women in Lao public administration is relatively low according to UN WOMEN. The indicator should have been extended to CSOs, too. Baseline: 29 out of 56 (2023) Target: 35 out of 56 (2025) Current status: 29 out of 56	pending, achievable until end of 2025
1.1	The number of meetings per year between state institutions and CEGGA supported CSOs has increased.	Indicator refers to one event per year per layer (national level plus two pilots provinces) Baseline: 3 events per year (2022) Target: 9 events per year Current status: 8 events per year	achievable until end of 2025
1.2	The number of technical/qualitative inputs on environmental issues, gender equality, and inclusion of vulnerable groups of CEGGA supported CSOs to meetings between government institutions and CSOS has increased.	Baseline: 0 CSO inputs Target: 10 CSO inputs Current status: 3 inputs	achievable until end of 2025

1.3	Number of CSO projects implemented contributing to inclusive socio-economic development and generating experience and insights for policy dialogue.	Baseline: 34 CSO projects Target: 50 CSO projects Current status: 22 projects	achievable until end of 2025
2.1	Two selected NA Committees (Law Committee, Justice Committee) utilise existing mechanism for demand-oriented information resources to seek 14 inputs on CEGGA II focused topics from independent experts, CEGGA II supported LCCC/CSOs, and showcasing experiences in CEGGA II partner provinces.	Baseline: 0 inputs by CSOs, 1 by expert, 0 on gender Target: 14 inputs, 4 inputs by CSOs, 6 by experts, 6 on gender Current status 1 input by CSOs, 3 by experts	hard to achieve until end of 2025, depending on committee activity and approval processes beyond control of CEGGA II
2.2	The operational guide for post-legislative scrutiny has been applied in one additional legislative process of the NA.	Baseline: 1 Target: 2 Current status: 1	in progress, achievable until end of 2025
2.3	PPA members have elaborated four successful instances and processes which showcase gender-responsiveness related to PPA work.	Baseline: 0 Target: 4 Current status: pending	in progress, depending on approval (delay beyond control of CEGGA II)
2.4	Percentage of trained PPA staff reporting to support PPA members in applying mechanisms to engage with citizens as described in the public engagement toolkit.	Baseline: 0% Target: 70% Current status: pending	in progress, depending on approval (delay beyond control of CEGGA II)
3.1	The number of citizens who received legal information from provincial and district legal aid offices in the selected two partner provinces has increased.	Baseline: 250, of which 63 women (2022) Target: 2000, of which 800 women Current status: 699, of which 89 women	achievable until end of 2025
3.2	Percentage of CLE/NIJ students able to provide a concrete example of where they provided assistance to a citizen on a gender-related legal issue.	Baseline: 0 students Target: 30 of 60 students Current status: 45 of 60 students	achievable until end of 2025
3.3	Number of public officials and NA/PPA members aware of rule of law development methodologies in public administration as a principle for access to justice increased.	Baseline: 10 participants Target: 50 participants Current status: 50 participants, of which 16 women	achieved

2.3 Lessons learnt

CEGGA II was active in two pilot provinces, but was able to reach out for other provinces at least for selected activities. Thereby the choice was made for Luang Prabang, a rather economically advancing region, and Khammouan in central Laos, a largely agricultural province with important extractive industries. The two provinces should be developed into model regions, from which solutions and approaches could be easily transferred to the other regions. Key lessons are:

- (1) Without a careful design of cooperation between donors, state institutions and civil society organisations using a variety of forms and levels, as well as a clear steering structure within the program, a complex program such as CEGGA could not have been successful.
- (2) A lesson learnt was that the two pilot provinces had different absorption capacities. CEGGA II should invest in finding out why the absorption capacities differed between the regions and how this would affect upscaling strategies.

- (3) The assemblies were challenged to deal with public engagement and CSOs. The approval process of the central implementing agency to work on provincial level has been slower than expected.
- (4) CEGGA II both capacitated member of assemblies and CSOs with the objective that they work together, provide expertise, and the voices of CSOs are heard in decision-making processes. Members of assemblies might change, and this might constitute a threat to sustainability.
- (5) Another key lesson is that for a successful citizen-focused decision-making, efforts should also embrace the local administrations next to the assemblies. Cultural change is needed among all stakeholders (CSOs, assemblies, and administrations), and dialogue skills are needed by all stakeholders.
- (6) CEGGA II supported rule of law as well as access to justice by a variety of activities and training of future lawyers, as well as by integrating new teaching modules into curricula. While awareness has increased, the principle of rule of law could also be a topic for other educational bodies such as schools. With the help of already existing learning materials, far more people (here youth) could be reached.

3. REVIEW OF CEGGA BASED ON BASIC DAC CRITERIA

This section reviews the results achieved so far with the basic six DAC criteria, relevance, coherence, effectiveness, efficiency, impact and sustainability. The section ends with a weighting and a summary of the DAC criteria (See section «Summary» on page 11).

3.1 Relevance: Is the intervention doing the right thing?

The design and the content development of CEGGA II was fully in line with the idea of Team Europe initiatives. There are only a few programs achieving such a high level of harmonisation and alignment. The joint programming is a strategic engagement process by Team Europe and other European partners that starts with a joint analysis of the challenges and opportunities in a partner country and then develops a joint response at country level based on the EU's values and interests and in support of that country's national development priorities and associated financing strategy to achieve the SDGs. CEGGA II has been designed accordingly: CEGGA responds to needs, policies and priorities of Lao PDR, has been able to be sensitive and responsive to the context, has a high quality of design, and has been adapted over time in view of experiences made on both the national and the sub-national level.

In view of component one (Dialogue between CSOs and state institutions), equitable economic development requires access of CSOs to state institutions and decision-makers, and both sides need to have the relevant skills for a dialogue. They need to understand the different roles and mandates. The activities under component one are fully oriented to increase capacities and to have additional communication and dialogue channels.

In view of component two (Citizen-focused decision-making), a multi-ethnic state such as Lao PDR with large differences in economic development between urban and rural areas requires the information and voice of local populations that the respective responsible decision-making bodies can ensure citizen-focused decision-making. Similar to component one, this requires skills and capacities. CSOs may act as additional informa-

tion providers. CEGGA's approach is fully compatible with ASEAN's and AIPA's approach to good governance.

In view of component three (Rule of law and access to justice), rule of law and access to justice are of utmost importance for stability and equity. Local populations need to know about citizen rights and duties, and public institutions need to learn locally adapted communication and dissemination strategies.

3.2 Coherence: How well does the intervention fit?

External coherence has two main considerations: alignment with external policy commitments; and coherence with interventions implemented by other actors in a specific context. The external coherence in view of alignment is given, as CEGGA II supports the overarching objectives as described in the current 9th National Socio-Economic Development Plan (9th NSEDP) for 2021 – 2025, which focuses on political stability, international and regional uncertainties and climate change, and seeking to foster sustainable, green and inclusive growth. Good governance and the rule of law continue to be considered key priorities, now reflected in a dedicated NSEDP Outcome (see page 95):

«Public governance and administration is improved, and society is equal, fair, and protected by the rule of law.»

External coherence could be even more improved by further regular exchange on activities *and* products with other international development partners, especially those not being a member of this Team Europe Initiative. This refers to Luxemburg and France. While the French representatives of the Embassy stated that there is a good exchange, and the knowledge on each others activities is good, it could improve not only coherence but also key success criteria of «Capacity Works» such as «learning and innovation» and «lessons learnt» (See section «Learning and innovation» and subsequent, page 15).

In view of component one (Dialogue between CSOs and state institutions), there are activities on both the national level with the National Assembly, and on the provincial level with the PPAs in the two pilot provinces. Access by CSOs to national debates differs from that on a provincial level. It might be useful to consider two different strategies for capacity development for the national level and nationally operating CSOs, and for the provincial level with locally operating CSOs.

In view of component two (Citizen-focused decision-making), coherence could be improved through a clear functional assignment who should be responsible for the information needed to allow citizen-focused decision-making. Here, different strategies might be needed. While on the national level petitions might be more important, CEGGA II could offer tools to provincial assemblies on how to interact with CSOs on a regular basis.

In view of component three (Rule of law and access to justice) challenges to coherence arise between different types of public policy, between different levels of government and between different stakeholders. The political-administrative system of Lao PDR is fragmented, where more and better coordination between the sectors could improve service provision and quality of services delivered. For example, CEGGA II touches a number of topics of interest for both the Ministry of Home Affairs and the Ministry of Justice. CEGGA II could integrate more Lao partners within the respective component (for the national level), and promote more coherence between the sectors on the provincial level.

3.3 Effectiveness: Is the intervention achieving its objectives?

The current achievement according to the fifteen indicators of CEGGA II has been already the topic of the review of CEGGA II against the results framework. Please refer to the presentation of achievement of indicators in section 2.2 for details.

Component one and three have achieved the targets or they are achievable until the end of CEGGA II, while component two is delayed. The delay is beyond control of CEGGA II, as approval processes on the national level took more time than expected.

3.4 Efficiency: How well are resources being used?

The total amount of 9 mio. € was allocated between the three outputs, whereby output one was allocated roughly 42%, output two 34%, and output three was allocated 24%. Up to now (March 2024), the payments and payment obligations range between 54 and 58% of the budgets.

At first glance, and given the number of outputs produced, the resources have been well used. No in-depth financial analysis was part of this evaluation.

3.5 Impact: What difference does the intervention make?

With CEGGA II, the relationship between the Government of Laos at all levels and civil society organisations could be improved. Each side has nowadays a better understanding of each others' mandate and role. With CEGGA II, the program and the international donors could build up trustworthy relationships with the Government of Laos at all level, from the National Assembly to the two pilot regions and selected districts. CEGGA II contributed to an important impact in supporting the «Sam-Sang» directive (deconcentration and decentralisation approach) of 2012, based on the «New Thinking» («Chin-Thanakaan-Mai») policy back in 1986 in the two pilot regions. Government officials on both national and provincial level are now better informed and aware of the practical implementation of the Sam-Sang directive, and gained practical experience by working with new actors such as CSOs. They now started to reach out for external actors and are building capacities to collect and handle technical inputs from CSOs and external experts.

CEGGA II formulated as an overarching intended outcome that «citizen-state interaction is enhanced for inclusive national development». CEGGA should reach out to assess the changes as perceived by CSOs.

In view of component one (Dialogue between CSOs and state institutions), CEGGA II allowed to create and expand the operating environment of CSOs, to support them in capacity development that they can exchange with the state institutions and in multi-stakeholder dialogues.

The second output has had a lower impact so far due to the delayed approval processes. The intention was to support assemblies to handle public engagement and to implement citizen-oriented procedures. Most of the activities had been on central level, as approval to go for the provincial level is delayed.

In view of component three (Rule of law and access to justice), CEGGA II allowed to disseminate current rules and regulations, improve access to justice through the support of legal aid, and lay the ground for future qualified lawyers and public officials. CEGGA thus contributed to a better understanding of state institutions and embedding the principle of rule of law.

3.6 Sustainability: Will the benefits last?

The CEGGA program supports activities that should have been funded by the Government of Laos, as they represent activities and measures of declared national policies. Due to the enormous national budget constraints, government entities at all levels — national, provincial, district and village level — encounter large difficulties in realising activities due to lack of budget and alternative funding opportunities. CEGGA II is of utmost importance to continue the *sam-sang* policy of the Government of Laos. There are no own sources of revenue assigned to subnational governments in Laos. They all depend on central government transfers, which are very low. According to the national statistics published by the Ministry of Financy, only 1,457 billion LAK of the national budget were spent in 2022 on interventions and subsidies, this represents only 6.4% of the total budget. The government budget is mostly for salaries and allowances, consuming almost 60% of the budget in 2022¹. Options for international foreign loans are limited, as the currency has seen a massive devaluation since the pandemic. In the future, the Government of Lao should consider to combine technical assistance in governance with domestic resource mobilisation to reduce the immense budget constraints at least on the provincial level.

However, sustainability is not limited to funding: What can be observed today, and which cannot be expressed in monetary terms is the changed perception and the behaviour of government bodies at all levels towards civil society organisations and in view of the relevance of rule of law within Lao PDR. Some approaches — such as the capacity development of law students — will show long-term sustainable effects, but which are beyond the time horizon of CEGGA II. In addition, institutionalisation of supported approaches (PLS, NAPPA curriculum, Public Engagement Toolkit) into existing processes and government bodies support sustainability.

In view of component one (Dialogue between CSOs and state institutions), sustainability may be reached if CSOs manage to have access to the assemblies either by themselves or through the CSO networks established. Members of assemblies may change, while CSOs last longer than a parliamentary period.

In view of component two (Citizen-focused decision-making), sustainability may be reached gradually and in the long term, as capacities created within CSOs will last and offer opportunities for new CSO members as well as new CSOs created through the networks established that these capacities can be shared even after an end of CEGGA II.

In view of component three (Rule of law and access to justice), sustainability may be reached in the long term, as students' capacities developed will have an impact on their future work within the government system.

However, it should be noted that the underfunding of state institutions and the limited financial capacity of CSOs are a threat to sustainability.

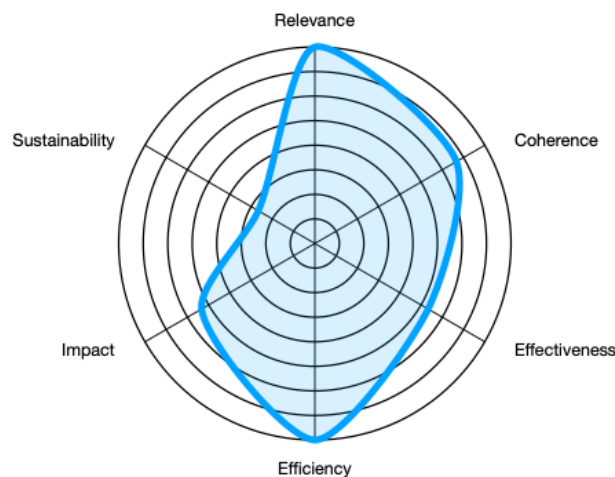
3.7 Summary

The above discussion of the six DAC evaluation criteria showed that the weakest point of CEGGA II is the sustainability of the activities. However, it should be underlined that sustainability is not only about continuation of activities, but also a change in administrative culture and relations between the public sector and the civil society. For CEGGA

1. <https://www.mof.gov.la/wp-content/uploads/2023/10/Government-Annual-Report-2022-English.pdf>

II, other measures and activities are feasible to allow more provinces and districts to access the products even if CEGGA II has come to an end.

Figure 2: Summary of CEGGA II evaluation according to DAC criteria



own illustration

4. REVIEW OF CEGGA BASED ON CAPACITY WORKS

This chapter evaluates the results of CEGGA against the internal management tool of GIZ «Capacity Works». A graphical summary of the five criteria strategy, cooperation, steering structure, processes, and learning and innovation can be found at the end of the chapter (See illustration «Summary of CEGGA II evaluation against Capacity Works», page 16).

4.1 Strategy

The strategy of CEGGA II has been developed during the extensive inception phase of CEGGA I. The program responsables are aware of a specific political context and the existing space of manoeuvre. The strategy of CEGGA II is rather simple, as the predominant formulated objective of CEGGA II is to support the Government of Laos according to the national development strategy.

While there have been numerous activities implemented with a wide range of partners and benefitting bodies, the overall purpose of CEGGA II is sometimes not that evident to Lao partners, especially on the provincial level. It is recommended to discuss not only on the national level with key decision-makers about the strategy of CEGGA II, but also to explain the intended impact with the partners on the provincial level. This should be organised in cross-sectoral meetings including members of the PPAs, the provincial administration and CSOs. Guiding questions in these reunions should be the communication of the intended impacts of CEGGA II, and this communication could help to overcome the sectoral thinking and behaviour of administrative units. Such workshops could help to fill the terms «rule of law», «access to justice» and «citizen dialogue» with content and develop a common understanding, of which some have been already been organised. This seems to be very important, as many partners strug-

gle to understand the catch words of both CEGGA II and as expressed in the national strategy.

In view of component one (Dialogue between CSOs and state institutions), the strategy is to support meaningful participation in multi-stakeholder dialogues.

In view of component two (Citizen-focused decision-making), the strategy is to strengthen public engagement and accountability.

In view of component three (Rule of law and access to justice), the strategy is to embed the principle of rule of law within the formation of law students, to support the established legal aid offices at provincial and district level, and to develop dissemination strategies for existing rules and regulations to senior staff.

4.2 Cooperation

CEGGA II managed to establish working, reliable and resilient cooperation and communication channels not only with Government of Lao entities, but also with the funding partners and the implementing agencies. One of the key success stories is the establishment of trustworthy relationships not only between CEGGA II and the Government of Lao, but also between the civil society organisations supported and the government bodies. All government partners at all levels of government appreciated the support received by CEGGA II and all of them expressed their wish that CEGGA should be continued. However, most of the institutions interviewed expressed to have continued support, they were rather weak which activities should be reduced, enhanced or added. This supports the idea to communicate and discuss with all partners at all levels about the intended impact of CEGGA II to stimulate strategic perspectives, especially on the provincial level. The institutional set-up of the Lao government and the design of CEGGA II resulted in a large number of government partners (MoHA, NA, PPA, MoJ, MoFA, etc.). It is essential to maintain these partners, and to further encourage cross-sectoral cooperation.

CEGGA II invested much in onboarding of partners, resulting in a smooth start without larger delays. CEGGA II succeeded in preparing grant agreements with a number of important implementing partners for the various components within very short time after the implementation agreement. This would not have been possible without established cooperation mechanisms and an understanding of each partner's interests and objectives.

CEGGA's cooperation with Team Europe partners can be regarded as a good practice example of working together. This approach helped to reduce transaction costs, reduced the time span between conceptualisation and implementation, and contributed to a better cross-sectoral coordination across state institutions.

However, there are other (international) partners working in the same or similar areas. Donor coordination could be further improved, despite the fact that there is a good flow of information between the donors, as well as between CEGGA and Government of Lao PDR partners. In view of harmonisation and alignment, more cooperation with Luxdev and the Asia Foundation especially in view of upscaling should be a primary target until the end of CEGGA II.

In view of all components, cross-cutting issues such as gender, youth, environment and climate change as outlined in the EJPS would require even more Lao partners. This has

the risk of overcharging CEGGA II. Instead, it is recommended that the transversal issues to be assessed in the respective components (see section 5).

4.3 Steering Structure

CEGGA II with its three components is a rather complex program by the number of partners and implementing partners. Steering is thus a very important and time-consuming function.

CEGGA II has been successful in institutionalising regular meetings with the respective implementing partners to allow knowledge sharing among the involved partners. For example, there are regular quarterly meeting between GIZ, Cord, Helvetas and the Department of Public Administration Development (DPAD) of the Ministry of Home Affairs on the small grants mechanism to civil society organisations. The observation already made in the near-end evaluation conducted in summer 2021 is still valid: The steering structure of CEGGA II can be considered a good practice example for a complex program funded by various international donors.

The steering structure of CEGGA II is based on multi-layer technical coordination meetings, which have been established for all the components. Further, there are regular meetings with the implementing partners, and there is a constant flow of information to the donor community. The combination of a constant policy dialogue with the Lao partners individually as well as through the Sector Working Group on Governance ensured a common understanding of priorities and challenges. The multi-level and multi-sectoral approach guaranteed the political backing when needed.

While all international partners were more than satisfactory with the information flow from CEGGA II activities, some of the Lao partners seem to demand more time to discuss (DPAD). However, while CEGGA II should consider intensified communication with government bodies, the latter also need to adapt to the new governance mechanisms being established by the Lao government. New dialogue forms require also speeding up bureaucratic inner-administrative decision-making processes beyond the limitations of a strict Weberian hierarchy.

4.4 Processes

The previous evaluation reports have been quite silent about processes. According to Capacity Works, the internal management tool of GIZ, a program should consider three different types of processes: (1) production processes, (2) processes of cooperation, and (3) learning processes. The three process types constitute the core of a program, while the remaining supporting services support the overall achievement of a program.

CEGGA II has been excellent in the management of production processes. Among other, CEGGA managed to include external partners in the production of technical assistance, thereby considering the external partners not only as a contractor, but as a partner, allowing them to jointly refine approaches and activities.

CEGGA II has also been very good in the management of cooperation processes. All activities in each of the components were jointly formulated and agreed upon.

The government structure of Lao PDR on the provincial level is a copy of the national administrative system. Although this approach of sectoral deconcentration enables the state to intervene in the provinces, it makes it more difficult to establish intersectoral relations at provincial level. The various activities within the three components work with the respective administrative and political units at the provincial level. What CEGGA II could improve is the cross-sectoral communication of the respective administra-

tive and political units at the provincial level. This bears in mind that with the policy objectives of the 9th development plan of the Government of Lao a change in the role and function of provinces is likely to happen. For example, in order to improve public service production and to respect local demands, the Provincial Governor's Offices should develop into a coordinating unit, collecting data for monitoring and evaluation of public service provision and translating local demands into provincial strategies in cooperation with the PPA.

CEGGA II could be better in organising learning processes through more cross-sectoral information sharing within provinces as well as between provinces, and even with other provinces than the two pilot provinces. Although there have been events for sharing experiences, this recommendation is being made just to underline the importance for up-scaling the results of CEGGA interventions and activities. This holds true for all components.

4.5 Learning and innovation

As already mentioned above, CEGGA II should make use of the time period left to invest in sharing knowledge. This relates to the recommendation to make the products developed transferable. Similar to the above mentioned increased efforts in creating learning rather than replication, CEGGA II could invest more in establishing processes that automatically transfer products developed into cross-country learning available not only for GIZ, but also to other international partners.

In view of component one (Dialogue between CSOs and state institutions), CEGGA II could improve learning by further capacitating CSO networks.

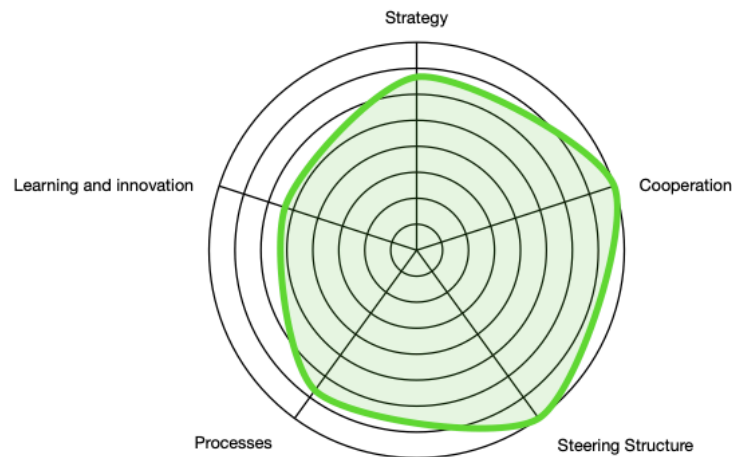
In view of component two (Citizen-focused decision-making), CEGGA II could try to showcase good examples on how CSO inputs have changed intended decision-making. While there has been good approaches in institutionalising several approaches, toolkits and curricula, CEGGA II was less successful in integrating the respective provincial administrations. For example, provincial assemblies could have been assisted by a capacitated Provincial Governor's office as key counterpart for CSOs. This would have promoted the cross-sectoral strategic orientation of a provincial administration and could have further supported PPAs and CSOs in establishing regular meetings.

In view of component three (Rule of law and access to justice), CEGGA II should use the survey results to propose to the Government of Lao strategies on how to promote the use of legal aid by citizens, and especially women.

4.6 Summary

In summary, CEGGA II is in conformity with «Capacity Works», whereby the weakest point is learning and innovation, similar to the result according to DAC criteria. In summary, CEGGA II has an excellent steering structure and excellent cooperations. Smaller improvements can be achieved in the areas of strategy and processes, much linked with the result in the area of learning and innovation.

Figure 3: Summary of CEGGA II evaluation against Capacity Works



own illustration

5. RECOMMENDATIONS FOR CEGGA II UNTIL DECEMBER 2025

The following recommendations refer to activities in the various components until the end of 2025.

5.1 Better visibility

Almost all interview partners came to the interviews with CEGGA notepads. CEGGA II is very well known among the local partners in national and provincial administrations. What could be improved, however, is the overall visibility of the activities of CEGGA II. There are two main avenues for improvement: First, the implementing partners should mention Team Europe, CEGGA and the funding international partners on their respective websites and documents. CEGGA makes best use of established and well-reputed non-governmental organisations such as CORD, HELVETAS and BABSEA-CLE. It should be made clear that Team Europe Initiatives should be branded and all implementing partners should refer to the brand.

Despite multiple activities in a number of areas, the visibility of previous activities on the provincial level remains low. It is recommended to use the remaining time of CEGGA II to develop wall newspapers to be exhibited at the provincial and district administration showing the support CEGGA has been provided in both implementation phases. These wall papers should be in Lao language and shown in areas of the respective administrations in public areas.

5.2 Documentation of products and processes

A large number of products has been developed by CEGGA II. The solutions found are one of the key successes of CEGGA, as they are highly context-sensitive, jointly developed, piloted and ready for upscaling. It is recommended to use the remaining time of CEGGA II to develop a standardised model for documentation. This standardised model should allow

- Lao partners, both public and civil society, to easily copy and implement the solutions developed,
- transfer of knowledge and lessons learned to international donors, and this is not limited to the international partners involved either as funding partners or implementing partners, but also to other partners being active in Lao PDR, such as Agence française de développement (AFD) and Luxemburg Aid and Development, as Luxemburg has chosen Lao PDR as one of only three partner countries and is active in several provinces of Lao. One of the regions supported by Luxemburg is the Province of Khammouane, which is also a pilot region of CEGGA II.

While the first target group is essential to increase sustainability, the second target group is essential to support the Team Europe Initiative. Further, in order to increase the visibility of Team Europe Initiative and CEGGA, a streamlined design and a common dissemination strategy for the various products created by the various implementing partners are recommended.

For example, much has been invested in district assessments in the two pilot provinces, and free sources have been used to present data on the education level of staff, hardware equipment, activities, reporting, support and services. This valuable data collected to assess the legal advice service at district level could be extended to other sectors, both on district and provincial levels, and could boost monitoring and evaluation of public policies, as well as improve intersectoral communication and cooperation.

CEGGA also invested in various forms how to reach the local populations. Lao PDR is a country with extraordinary linguistic diversity, especially in view of its small population. The exact number of distinguishable languages is unknown and is estimated to be between 70 and 120. CEGGA produced a number of animated short videos to explain key terms and rights to local populations. These animated videos are available with subtitles in Lao and some even in sign language. These videos could be easily distributed to all of the districts and provinces, and with little further funding, the videos could be remastered using different local languages (i.e. local languages and Lao subtitles), and also made available for schools and other educational institutions.

Product is not limited to something printable. Innovative products, which should be prepared for upscaling and for practical use especially on provincial levels, are, among others, the approach chosen for the «CSO Fairs».

An example of a product for international experience and exchange is, for example, the small grant mechanism, as this approach has been very successful in terms of supporting civil society organisations, as well as getting civil society organisations in contact with the administration.

5.3 Cross-cutting issues

The European partners' joint programming strategy with the Lao PDR for the years 2021 to 2025 identified three cross-cutting issues, (1) gender equality and women empowerment, (2) Youth and (3) Environment and climate change, biodiversity, resilience.

CEGGA II could have been better in internalising the demands and needs of women. While some indicators have a gender orientation, there should be a streamlined and coherent approach to all components on gender equality. This is especially important for Lao PDR, as Lao Social Indicator Survey data indicates that 30.5% of Lao women mar-

ry before the age of 18, and 17.4% having children before the age of 18². While CEGGA II started some activities to enter cross-cutting topics into the various activities, for example on gender sensitivity in the legislation drafting process, there is room to intensify gender sensibilisation in several activities of CEGGA II. For example, the use of legal aid services is in general rather low, and the share of females using the services is very small. This raises the question why the service is not used more often, and why women do make such little use of the service provided.

A special focus on youth could not be identified, although capacity development approaches of some components focus on law students. In the future, it is recommended to develop a strategy how to reach out to young people, as well as taking into account the third cross-cutting issue, environment and climate change.

5.4 Assessing the perception of local populations

In the area of access to justice, CEGGA II has conducted a survey of the beneficiaries of legal aid provided on the provincial and district level in 2023. This offered new opportunities to improve the legal aid system and to integrate cross-cutting issues. It would be interesting to know why the legal aid has not been as demanded as anticipated, and why women (and probably young people) are less demanding legal aid services and why some citizens do not use the service provided. Further, youth perception on rule of law might offer new insights reaching out to a large share of the population.

5.5 Assessing the perception of CSOs and the local population

CEGGA should reach out to assess the changes as perceived by CSOs. CSOs have been a major target group, and a comprehensive capacity needs assessment has been conducted in 2023. It would be useful to know the impact of the capacity development received at the end of CEGGA to draw conclusions for future civil society support not only in Lao PDR, but also in other contexts.

CEGGA should seek information on the perception of the local populations whether they feel that they have better voice through CSOs. This would allow CEGGA to have more impact-related information rather than to stick to output-related indicators.

5.6 Sharing experiences

It is recommended to organise an event structured by the components between the two pilot provinces, with other provinces as participants to promote cross-provincial learning and upscaling.

5.7 Specific recommendations for the three components

There are only a few operational recommendations for the time left until December 2025: Component two supporting post-legislative scrutiny needs to be adapted to the provincial level and should focus on specific policy areas of major concern for the respective PPA.

Adaptation measures for component 1 and 2 should concentrate on enhanced CSO capacity building, and an increase in activities in component 3 to reach out for more target persons. This includes an enhancement of capacity development topics (soft skills, dialogue and communication skills, moderation skills) especially focusing on female representatives from both provincial assemblies and CSOs.

2. Vientiane Times, Issue 67, Wednesday, April 3, 2024, page 1.

In all components, an increased attention should be given to womens' needs and demands. This refers to component 1 and 2 to increase the leadership skills and policy dialogue skills of both female CSO representatives, as well as female members of the assemblies. For component 3, it is essential to better understand the low use of legal aid by women to identify strategies for awareness and actual use of legal aid. Also in all components, CEGGA should consider whether there is a need to reach out for the youth. Awareness for rule of law can also be raised through an early understanding of rule of law. Therefore, CEGGA II should investigate whether the materials produced can also be used in schools and other educational bodies to reach out for more people.

ANNEX

6. LIST OF CONSULTED INSTITUTIONS AND ORGANISATIONS

6.1 Parliament of Laos

Daophet Sihavong, Deputy Director of International Cooperation and Project Management Secretariate (ICPMS), meeting at her office 05/04/2024

6.2 Government of Laos

6.2.1 Ministry of Home Affairs (MoHA)

Soulivanh Ontavong and Viengsone Leungkamsing, Department of Public Administration Development (DPAD), per videoconference 22/04/2024

Vanna Boupha, Phetsomphone Souvanvixay, Cabinet Office, Director General of Cabinet Office and Director of International Cooperation Division, meeting at MoHA Cabinet Office 02/04/2024

6.2.2 Ministry of Justice

Ketsana Phommachanh, Vice Minister of Justice at his office 05/04/2024

Phouthdavanh Louangamath, Deputy Director General of Department of Justice System Promotion, Ministry of Justice, meeting at his office 03/04/2024

Souphy Nolintha, Deputy Director General of Department of International Cooperation, Ministry of Justice, meeting at his office 03/04/2024

6.2.3 National Institute of Justice

Bounta S.Phamixay, Praseuth Savangdy, Director General and Deputy Director General, National Institute of Justice, meeting at their office 04/04/2024

6.2.4 National Academy on Politics and Public Administration

meeting at NAPPA 05/04/2024

6.2.5 Province of Khammouane

Phouthavanh Phengthalangsy, Division Head of Public Administration Development, meeting at CEGGA office 02/04/2024

Keuthmy Sengphayvanh and Thepphaphone Souphakosin, Deputy General Secretary and Division Head of Studies and Information, Provincial People's Assembly, meeting at CEGGA office 02/04/2024

Phetsamone Phonesavath, Deputy Director of Provincial Governor's Office, meeting at CEGGA office on 02/04/2024

Viengvilay Phommavong, Viphalack Sengphathid, Deputy Director General and Deputy Division Head, Provincial Department of Justice, meeting at CEGGA office 02/04/2024

6.2.6 Province of Luang Prabang

Bounthone Thipphavong, Deputy Division Head, Provincial Governor's Office, Luang Prabang, meeting at provincial administration 08/04/2023

Keola Manichit, Secretary General of the Provincial People's Assembly, Luang Prabang, at her office 08/04/2024

Yayouta Laxaxor, Deputy Director General, Provincial Department of Justice, Luang Prabang, at their office 08/04/2024

Souvanthone Maniphan, Acting Director General, Provincial Department of Home Affairs, at his office 09/04/2024

Sengaloun Phannalath, Bounlong Daly, Bouakieng Xayavongthor, Director General of Regional Branch, Deputy Division Head and CLE Coordinator Luang Prabang, at their office 09/04/2024

6.2.7 Province of Savannakhet

Dr. Phouangmalay Kounnavong, Laokham Khambouthlasavong, Souksavath Inthapanya, Director General, Division Head and Deputy Division Head, Regional Institute of Justice, meeting at CEGGA office 02/04/2024

6.3 International Partners

Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ), Pamela Jawad, former Program Manager of CEGGA, now Head of Section, Eschborn, Germany, per videoconference 19/04/2024

CEGGA team members, meeting at CEGGA office 03/04/2024

Ambassade de France, Clémentine Momas and Thomas Vallée, per videoconference 12/04/2024

SDC, Nithsa Vonphanakhone, Aurelia Righetti, per videoconference 22/03/2024

European Delegation in Laos, Karla Leitzke, per videoconference 28/03/2024

6.4 Civil Society Organisations (implementing partners of CEGGA)

Westminster Foundation for Democracy (WFD), Phetmany Xaychalene, Vientiane, Laos, per videoconference 02/05/2024

BABSEACLE, Wendy Morrish and Bruce Lasky, Vientiane, per videoconference 19/04/2024

Lao Civil Society Coordination Committee (LCCC), Chansy Phimpachan, Vientiane, meeting in a restaurant on 02/04/2024

7. INDICATORS OF CEGGA II

7.1 Outcome level

The overall intervention intends to enhance the interaction between citizens and the state for inclusive national development. The corresponding indicators are:

- (1) The number of CEGGA supported CSOs that contribute to multi-stakeholder dialogues.
- (2) The number of draft legislation that were deliberated during ordinary sessions of the National Assembly to which independent experts and/or CSOs had provided gender-related inputs.
- (3) The percentage of number of issues raised by citizens through public engagement tools that are followed through by CEGGA supported PPAs.
- (4) Number of citizens (gender disaggregated) who received legal aid in selected partner provinces.
- (5) Percentage of women in CEGGA-supported partner institutions/organisations with a positive perception on their influence in political, economic or public life at all levels.

7.2 Output level

Component 1 is titled: The dialogue between CSOs and state institutions has improved in frequency and substance. The component has three indicators

- (1) The number of meetings per year between state institutions and CEGGA supported CSOs has increased.
- (2) The number of technical/qualitative inputs on environmental issues, gender equality, and inclusion of vulnerable groups of CEGGA supported CSOs to meetings between government institutions and CSOS has increased.
- (3) Number of CSO projects implemented contributing to inclusive socio-economic development and generating experience and insights for policy dialogue.

Component 2 is titled: Citizen-oriented decision-making processes of the NA and PPAs in selected partner provinces are implemented. Component two has four indicators:

- (1) Two selected NA Committees (Law Committee, Justice Committee) utilise existing mechanism for demand-oriented information resources to seek 14 inputs on CEGGA II focused topics from independent experts, CEGGA II supported LCCC/CSOs, and showcasing experiences in CEGGA II partner provinces.
- (2) The operational guide for post-legislative scrutiny has been applied in one additional legislative process of the NA.
- (3) PPA members have elaborated four successful instances and processes which showcase gender-responsiveness related to PPA work.
- (4) Percentage of trained PPA staff reporting to support PPA members in applying mechanisms to engage with citizens as described in the public engagement toolkit.

Component 3 is titled: Access to justice is strengthened. Component three has three indicators:

- (1) The number of citizens who received legal information from provincial and district legal aid offices in the selected two partner provinces has increased.
- (2) Percentage of CLE/NIJ students able to provide a concrete example of where they provided assistance to a citizen on a gender-related legal issue.
- (3) Number of public officials and NA/PPA members aware of rule of law development methodologies in public administration as a principle for access to justice increased.