



Lao PDR: Habitat Country Programme Document 2022-2026



Acronyms and Abbreviations

ASEAN Association of Southeast Asian Nations

CCVA Climate Change Vulnerability Assessment

CSO Civil Society Organizations

DEWATS Decentralized Wastewater Treatment Systems

DIC Department of International Cooperation

DIO Department of International Organisation

DOC Domain of Change

DONRE Department of Natural Resources and Environment

DPWT Department of Public Works and Transport

DRR Disaster Risk Reduction

EbA Eco-based Adaptation

GDP Gross Domestic Product

GHG Greenhouse Gas

GII Gender Inequality Index

GMS Greater Mekong Subregion

GoL Government of Lao PDR

HCPD Habitat Country Programme Document

HRBA Human Rights-Based Approach

IOM International Organization for Migration

IP Implementing Partner

Lao PDR Lao People's Democratic Republic

LDC Least Developed Country

LEDS Low Emission Development Strategies

LNOB Leave no one behind

LNUF Lao National Urban Forum

LWU Lao Women's Union

LYU Lao Youth Union

MOFA Ministry of Foreign Affairs

MONRE Ministry of Natural Resources and Environment

MPI Ministry of Planning and Investment

MPWT Ministry of Public Works and Transport

MRV Measuring, Reporting and Verification

NDC Nationally Determined Contribution

NGO Non-Governmental Organizations

NPR National Progress Report

NPSE Nampapa State-owned Enterprise

NSEDP National Socio-Economic Development Plan

NUA New Urban Agenda

SALaR Secure Access to Land and Resources

SDGs Sustainable Development Goals

UN United Nations

UNCDF United Nations Capital Development Fund

UNCT United Nations Country Team

UNDP United Nations Development Programme

UNEP United Nations Environment Programme

UNFPA United Nations Population Fund

UNICEF United Nations Children's Fund

UNIDO United Nations Industrial Development Organization

UNOCC United Nations Operations and Crisis Centre

UNSDCF United Nations Sustainable Development Cooperation Framework

UXO Unexploded Ordnance

WASH Water, Sanitation and Hygiene

WHO World Health Organization

Foreword



I am delighted to present the Habitat Country Programme Document for Lao PDR. UN-Habitat's Country Programme Document (HCPD) for Lao PDR is fully aligned with and supports the implementation of the over-arching partnership agreement between the United Nations and the Government of Lao PDR, the United Nations Sustainable Development Cooperation Framework (UNSDCF) 2022-26. Urbanization has a prominent place in the UNSDCF, and UN-Habitat, as the urban development output lead, is tasked to effectively support coordinated action towards sustainable urban development.

The HCPD also translates the overarching objectives of UN-Habitat's Strategic Plan (2020-23) in support of the Government of Lao PDR's 9th National Socio-Economic Development Plan (2022-26).

It serves as a strategic guiding document whereby UN-Habitat and the Government of Lao PDR have jointly identified and outlined priority activities in mutual areas of concern such as urbanization, climate change and the provision of and access to basic services, among others.

I am very pleased to note that this HCPD has been developed through a consultative process involving a wide range of government stakeholders and other development partners.

I would like to take this opportunity to congratulate the Ministry of Planning and Investment (MPI) on the effective coordination and collation of inputs from line Ministries for this HCPD.

Similarly, I appreciate the Resident Coordinator's leadership in ensuring that this document facilitates the implementation of the UNSDCF across the United Nations system in Lao PDR.

UN-Habitat remains committed to support the Government of Lao PDR in its development efforts and the HCPD 2022-2026 reflects our commitment. I sincerely hope that Lao PDR is able to reap maximum benefit from its urbanization dividend.

Maimunah Mohd Sharif Under-Secretary-General and Executive-Director, UN-Habitat

Foreword



Some of the key factors which will play an important role in Lao PDR's development journey and in our efforts to graduate from the state of a Least Developed Country are urbanization, climate change, housing and access to basic services. I am very pleased to note that the UN-Habitat's Country Programme Document (HCPD) from UN-Habitat sets out a plan to provide important assistance to Government institutions by supporting these key sectors.

There is a need to build capacity through the relevant sectors at both national and sub-national levels and I appreciate the comprehensive nature of UN-Habitat's programmes which involve policy support, capacity building at all levels, and pilot projects to showcase best practices which are adapted to the Lao context.

The Covid-19 pandemic has negatively impacted our economy and, in this context, we highly appreciate the support rendered by UN-Habitat and other development partners to strengthen the Government's efforts to alleviate poverty and usher in overall development resulting in, among other attainments, sustainable economic growth, enhanced human and environmental well-being, robust infrastructure development and efficient public administration.

I would like to take this opportunity to thank the line ministries for their important and critical inputs. Intersectoral cooperation and multi-level participation is essential for the achievement of our development goals, and it is pleasing to see the widespread engagement that has strengthened HCPD.

UN-Habitat has been engaged in Lao PDR since 2006, providing critical support in areas of basic services, climate change, humanitarian response, land management and housing.

I look forward to a continuing fruitful partnership and a successful implementation of UN-Habitat's HCPD.

H.E. Mr. Khamjane Vongphosy Minister Ministry of Planning and Investment, Lao PDR



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1. Introduction

Purpose of and Background to the HCPD 2022-2026

The Habitat Country Programme Document (HCPD) 2022-2026 for Lao People's Democratic Republic (Lao PDR) has been developed in line with UN-Habitat's mandate under the Governing Council Resolution 21/2 of 2007, which aims to align UN-Habitat's normative and operational activities at the country level. The HCPD therefore serves as a strategic guiding document whereby UN-Habitat and respective countries jointly identify and outline priority activities in mutual areas of concern such as urbanization, climate change, and basic services, among others. The HCPD is also a platform for mobilizing stakeholder support, including the public and private sectors, Non-Governmental Organizations (NGOs), Civil Society Organizations (CSOs) and development partners, to contribute to the priority areas envisioned by UN-Habitat and the host government.

Whereas UN-Habitat's past collaboration with the Government of Lao PDR was guided by the Lao PDR HCPD 2018-2020 and the UN-Habitat Strategic Plan (2014-2019; 2020-2023), this HCPD (hereafter referred to as the Lao PDR HCPD 2022-2026) is derived from the United Nations Sustainable Development Cooperation Framework (UNSDCF) 2022-2026, and is strategically harmonized with recent international and regional frameworks, notably Our Common Agenda, the United Nations 2030 Agenda for Sustainable Development and its Sustainable Development Goals (SDGs), the New Urban Agenda (NUA) and the Paris Agreement on climate change to which Lao PDR is a party. The Lao PDR HCPD 2022-2026 is also aligned with national frameworks and priorities such as the 9th National Socio-Economic Development Plan (NSEDP) 2021-2025, the National Urban Development Strategy 2021-2030, and the National Green Growth Strategy of the Lao PDR till 2030, to name a few. Relevant policy and strategic frameworks are outlined in Table 1 of this section. UN-Habitat's work in Lao PDR directly contributes to the achievement of UN-Habitat's Strategic Plan 2020-2023 and thus this HCPD is also inspired by and aligned with the strategic plan.

Strategic Plan of UN-Habitat

UN-Habitat's Strategic Plan 2020-2023 focuses on commitments to advance sustainable urbanization as a driver of development and peace and to improve living conditions for all, in line with the SDG principle of "Leave no one behind (LNOB)", SDG 11, and the NUA through four mutually reinforcing and integrated Domains of Change (DOC) as key strategic priorities. UN-Habitat's four DOCs are as follows:

¹ Aligning Habitat Country Programme Documents with UN-Strategic Plan and Work Programme, UN-Habitat. (unhabitat.org)

- DOC 1: Reduced spatial inequality and poverty in communities across the urban-rural continuum;
- DOC 2: Enhanced shared prosperity of cities and regions;
- DOC 3: Strengthened climate action and improved urban environment; and
- DOC 4: Effective urban crisis prevention and response.

These domains are underpinned by the social inclusion issues of human rights, gender, children, youth, older persons, and persons with disability and two cross-cutting thematic areas of resilience and safety. The four DOCs have three corresponding outcomes each which are tracked using robust indicators and milestones in the results framework and performance management plan. Over the last five years, UN-Habitat's Country Programme in Lao PDR has completed the transition from a project office with an emphasis on Water and Sanitation (aligned with DOC1) to an integrated, multisectoral programme that supports sustainable urban development and that spans all four Domains of Change.

Country Analysis

Lao PDR is bordered by China, Viet Nam, Cambodia, Thailand, and Myanmar. With a 2021 Gross Domestic Product (GDP) of 18.8 billion USD,3 it is classified by the United Nations as a Least Developed Country (LDC) with a medium human development status (ranked 137 out of 189 countries) based on the 2020 Human Development Index⁴. Rapid economic growth which averaged 7.14 per cent from 1992 to 2019, driven by foreign and domestic investments in mining, hydropower, land concessions and timber extraction, led to a significant reduction in the poverty rate and increased income, access to education, infrastructure, and basic services during the same period. As a result, Lao PDR has been recommended by the United Nations Committee for Development Policy to graduate from the LDC status by 2026, after an exceptionally extended preparatory period of five years was granted in November 2021 due to the lingering impact of the Covid-19 pandemic. However, many development challenges remain to be addressed as the country is experiencing an unprecedented level of rapid urbanization and population growth, which will place increasing pressure on infrastructure and basic services, the environment and the social fabric of cities.

² The Strategic Plan 2020-2023, UN-Habitat. strategic_plan_2020-2023.pdf (unhabitat.org)

A) Urbanization

Lao PDR is experiencing the fastest rate of urbanization in Southeast Asia⁵. The 2015 Population and Housing Census indicates that 33 per cent of its 6.5 million people lived in the five cities of Vientiane Capital, Savannakhet, Pakse, Luang Prabang and Thakhek, with the bulk of them concentrated in Vientiane Capital⁶. While the total number of urban residents is low compared with neighbouring countries, it is estimated that the urbanization level in Lao PDR will reach 47.7 per cent by 2025⁷. The population in Vientiane Capital is projected to reach 1.4 million by 2045, a 67 per cent increase from the 2016 level⁸, followed by Savannakhet (43 per cent), Pakse (35 per cent) and Luang Prabang (16 per cent)⁹. The key drivers of urbanization are linked to: 1) economic policy, notably the New Economic Mechanism policy of the late 1980s that promoted the market-based economy; 2) increased rural-urban migration; and 3) Sam Sang (Three Builds) policy to a lesser extent, which led to the transformation of large villages into small towns¹⁰.

Urban infrastructure and services have not kept pace with the growing urban populations, and there is a need to develop urban areas in an inclusive manner which addresses environmental, social and economic concerns¹¹. The Government of Lao PDR has demonstrated increased commitments to build more inclusive, safer, resilient, and sustainable cities in recent years through its master plans, the National Urban Development Policy 2021-2030, and the National Progress Report (NPR) on the implementation of the NUA. However, urban expansion in Lao PDR has so far been characterized by poor urban management, little strategic spatial planning, and poor connectivity between urban planning and environmental factors such as climate change and natural disasters. Building resilience against climate change events and improving access to basic services are critical aspects to enhance the quality of life in small towns and transform them into climate resilient cities that can serve as economic, market, manufacturing, and service centres for their surrounding rural areas. UN-Habitat has been engaged with the Government of Lao PDR to enhance climate change resilience in emerging cities, for example, through the project "Urban climate change resilience in cities along the GMS East-West Economic Corridor in Lao PDR (2019-2021)."

⁵ World Cities Report 2020: The Value of Sustainable Urbanization. UN-Habitat. wcr_2020_report.pdf (unhabitat.org), p. 307 6 Results of Population and Housing Census 2015, Lao Statistics Bureau, p.8

⁷ Urbanization: A Rapidly Emerging Development Issue for Lao PDR. Position Paper. UN-Habitat 2020, p.4 8 World Cities Report 2016: Urbanization and Development. Emerging Futures, UN-Habitat, Annex I.

⁹ UN-Habitat, p.4

¹¹ The UN Common Country Analysis for the UN Sustainable Development Cooperation Framework 2022-2026 and the 2030 Agenda, United Nations Lao PDR

B) Climate Change

Lao PDR is highly vulnerable to climate change impacts, particularly floods, landslides, and droughts. A study conducted by the Ministry of Natural Resources and Environment (MONRE) and UN-Habitat indicates that 46 per cent of the villages in Lao PDR, representing around three million people, have been impacted by at least one climate change-related hazard¹². In 2018, the country suffered its most costly floods in a decade following heavy rains from two tropical cyclones. Overall, more than 600,000 people across all 18 provinces were affected by the impact of the two tropical¹³. In addition, climate change and changing rainfall patterns can increase the incidence of landslides and droughts. However, there is limited evidence that disaster risk and climate change considerations are routinely incorporated into urban or spatial planning in Lao PDR.

C) Housing and Access to Basic Services

Rapid and unplanned urbanization, population growth, and intensified climatic events have led to an expansion of unregulated and vulnerable settlements, as well as an increased demand for adequate, safe, serviced, and affordable housing for all, particularly the most vulnerable such as women and girls, migrants, those who are internally displaced, or those who are disabled. According to the national census, the estimated requirement for housing units in urban areas was 219,000 between 2003 and 2020, including 133,000 new and upgraded housing units to accommodate the urban poor¹⁴, and this is expected to increase alongside the current pace of urbanization. A national housing policy that is based on a comprehensive assessment of the housing sector and analysis of rapid urbanization, population growth and number of poor urban households is urgently needed as the demand for affordable housing is expected to rise particularly among vulnerable and disadvantaged groups, and female-headed households.

Similarly, the provision of basic infrastructure and services such as Water, Sanitation and Hygiene (WASH) in the larger urban areas is already stretched and struggles to keep up with the rapid pace of urbanization, while access to basic WASH facilities and practice remains a major challenge in rural areas. World Bank data for 2020 indicates that only 12 per cent of the rural population in Lao PDR had access to a safely managed drinking water service, while 26% of the urban population had access ¹⁵.

¹² Lao PDR National Climate Change Vulnerability Assessment. Preliminary Results. 3_Lao_PDR_National_Climate_Change_Vulnerability_Assessment.pdf (unhabitat.org), p.3. 13 Post-disaster needs assessment (PDNA) 2018 floods, Government of Lao PDR. https://reliefweb.int/sites/reliefweb.int/files/resources/PDNA Lao PDR Report_FA WEB 020419.pdf 14 Urban Development Sector Assessment, Strategy, and Road Map, Asian Development Bank 2012. Lao People's Democratic Republic: Urban Development Sector Assessment, Strategy, and Road Map (adb.org),p.12.

^{15 &}quot;People using safely managed drinking water services" World Bank 2019. People using safely managed drinking water services (% of population) | Data (worldbank.org)

In the meantime, solid waste management is a critical issue in urban areas as waste collection and recycling rates are low; Vientiane Capital alone produces approximately 655 tonnes of solid waste per day, of which an estimated 61 per cent is self-disposed, 31 per cent is collected to a landfill, and 8 per cent is recycled in an unregulated manner¹⁶. The vast majority of solid waste is dumped or burned in an unregulated manner, causing air pollution, soil degradation, and water contamination since Vientiane Capital also has no operational wastewater system. As rapid urbanization continues, there will be an increased demand and pressure for local authorities to improve basic service delivery not only in cities but also in small and emerging towns where more support may be required.

D) Human Rights

Human rights are critical drivers of change to achieve sustainable development. Recognising that all dimensions of human rights need to be respected for urbanization to realize itself as the transformative force that it is, UN-Habitat works through a human rights-based approach (HRBA) which mainstreams human rights into all parts of its work programme, in addition to ensuring that the rights to adequate housing and safe water and sanitation are upheld. Understanding and identifying who is being left behind and why, as well as effective measures to address root causes are essential to ensure accountability for LNOB, the central and transformative premise of the 2030 Agenda for Sustainable Development and the SDGs.

E) Gender

Lao PDR ranked 113 out of 162 countries in the 2019 Gender Inequality Index (GII) with a value of 0.459¹⁷. The value has been trending down since it was recorded in 2000 at 0.580, showing increasing gender equality. The GII highlighted that Lao PDR has the highest proportion of teen pregnancies among the Association of Southeast Asian Nations (ASEAN) with 65.4 babies per 1,000 being born to girls aged 15-19 years. The maternal mortality rate is trending downwards with 185 maternal deaths per 100,000 live births in 2017, down from 544 in the year 2000. Gender statistics are trending towards increasing equality, but there is still more work to do.

¹⁶ Laos Pilot Program for Narrowing the Development Gap towards ASEAN Integration Environmental Management Component Project Completion Report, Japan International Cooperation Agency 2015, p. 11.

¹⁷ Gender Inequality Index, UNDP Human Development Reports. https://hdr.undp.org/en/indicators/68606 18 All gender statistics are from the UNDP Human Development Reports, see https://hdr.undp.org/en/countries/profiles/LAO

F) Youth

Lao PDR has one of the youngest populations in ASEAN, with over half (50.8 per cent) of the population being between the age of 10 and 35 years¹⁹. The 2015 census showed that 80% of people aged 6-16 years were attending school, although 7% of the same age group had never attended school. Full and active participation and inclusion of and youth in all – political, economic, social, cultural and environmental – dimensions of society will not only place Lao PDR in an advantageous direction beyond the achievement of the SDGs, but will also contribute to building human capital and harnessing the demographic dividend in the years to come.

Recent and Ongoing Interventions by UN-Habitat

UN-Habitat has a portfolio of projects on urbanization, housing sector profiling, housing policy, basic services (water and sanitation), climate change, disaster risk management, and humanitarian response (post-disaster and Covid-19 responses). UN-Habitat has also been supporting the Government of Lao PDR by various non-project interventions such as capacity building through implementation of the NUA, including the development of NPR to track progress; development of the Urban Development and Housing Strategy 2021-2030; facilitation of the Lao National Urban Forum (LNUF) and the Climate Change Vulnerability Assessment (CCVA), among many others. UN-Habitat partners with other UN agencies such as IOM, UNCDF, UNDP, UNEP, UNFPA, UNICEF, UNIDO, UNOCC and WHO through joint programming.

Challenges

A sharp decline in GDP growth from 7.3 % in 2015 to 5.5% in 2019 to 0.5% in 2020, the lowest level in three decades²⁰, and effects of the ongoing Covid-19 pandemic pose threats to the achievement of development targets and may even reverse some development gains. Inflation reached 12.8% (year-on-year) in May 2022²¹, further stressing poor households. The World Bank estimated in 2020 that an additional 90,000-240,000 people could fall into poverty²², while a study conducted by UN-Habitat indicated that the impacts of Covid-19 would be felt unevenly, affecting those who are already vulnerable due to pre-existing structural inequalities in income, gender and disability as well as factors such as migratory status. Unexploded ordnance (UXO) presents a longstanding challenge to development in Lao PDR, and still renders large areas of land unsafe until cleared, despite significant investment in addressing this challenge²³.

¹⁹ Lao PDR Statistics Bureau 2015.

²⁰ World Bank Group, 'GDP Growth (Annual %) - Lao PDR', The World Bank Data, 2022, https://data.worldbank.org/indicator/NY.GDP.MKTP.KD.ZG?locations=LA.
21 World Bank Group, 'Monitoring the Impact of COVID-19 in Lao PDR', The World Bank, accessed 8 August 2022, https://www.worldbank.org/en/country/lao/brief/monitoring-the-im-pact-of-covid-19-in-lao-pdr#:~:text=The%20impact%20of%20COVID%2D19%20on%20learning%20is%20significant%20in,proportions%20higher%20among%20rural%20households.

^{22 &}quot;COVID-19 to Impact Lao PDR Growth, Debt in 2020: New World Bank Report Vorld Bank May 2020. COVID-19 to Impact Lao PDR Growth, Debt in 2020: New World Bank Report 23 For further information on UXOs see The UN Common Country Analysis for the UN Sustainable Development Cooperation Framework 2022-2026 and the 2030 Agenda

As urbanization, climate change and basic services are closely interlinked issues that affect the most vulnerable members of the population, it is critical that the activities implemented under the CPD 2022-2026 between Government of Lao PDR and UN-HABITAT are well coordinated to maximize the impact of each intervention.

Policy and Strategic Frameworks

The key international, regional, and national policy frameworks which are reflected in the Lao PDR HCPD 2022-2026 are summarized in the following table:

Table 1: Key International, Regional, and National Frameworks for the Lao PDR HCPD 2022-2026

Policy Framework	Description	Relevance to Lao PDR HCPD 2022-2026
UN-Habitat Strategic Plan 2020-2023	Focuses on commitments to advance sustainable urbanization as a driver of development and peace, to improve living conditions for all, in line with the SDG principle of "leave no one behind", SDG 11, and the NUA through four mutually reinforcing and integrated DOCs.	Domain of Change (DOC) 1 (Reduced spatial inequality and poverty in communities across the urban-rural continuum); DOC 2 (Enhanced shared prosperity of cities and regions); DOC 3 (Strengthened climate action and improved urban environment); and DOC 4 (Effective urban crisis prevention and response).
Our Common Agenda (adopted in 2020)	The Secretary-General's report that looks ahead to the next 25 years. It presents 12 areas of actions identified by the Member States to be achieved through reinvigorated multilateralism ²⁴ .	Areas of actions 1 (Leave No One Behind); 2 (Protect Our Planet); 5 (Place Women & Girls at the Center); and 9 (Ensure Sustainable Financing).
The 2030 Agenda for Sustainable Develop- ment	A collection of 17 interlinked SDGs ²⁵ to achieve a better and more sustainable future for all, established in 2015 by the UN General Assembly Resolution.	SDGs 5 (Gender Equality); 6 (Clean Water and Sanitation); 11 (Sustainable Cities and Communities); and 13 (Climate Action)
New Urban Agenda	Mobilizes Member States and key stakeholders to drive sustainable urban development at local level, particularly in line with SDG 11. Adopted at the Unit- ed Nations Conference on Housing and Sustainable Urban Development (Habitat III) in 2016.	Sustainable urban development; basic services; climate change adaptation, mitigation, and resilience.
Paris Agreement on climate change	A legally binding international treaty on climate change that entered into force in 2016. With the goal to limit global warning, it works on a five-year cycle of increasingly ambitious climate action to be implemented by countries and their plan of actions set out in Nationally Determined Contributions (NDCs).	Green growth, natural resources management and resilience.

^{24 12} areas of actions of Our Common Agenda are as follows: 1) Leave No One Behind; 2) Protect Our Planet; 3) Promote Peace & Prevent Conflict; 4) Abide by International Law & Ensure Justice; 5) Place Women & Girls at the Center; 6) Build Trust; 7) Improve Digital Cooperation; 8) Upgrade the United Nations; 9) Ensure Sustainable Financing; 10) Boost Partnerships; 11) Listen to & Work with Youth; 12) Be Prepared

^{25 17} SDGs are as follows: 1 (No Poverty); 2 (Zero hunger); 3 (Good health and well-being); 4 (Quality Education); 5 (Gender Equality); 6 (Clean Water and Sanitation); 7 (Affordable and Clean Energy); 8 (Decent Work and Economic Growth); 9 (Industry, Innovation and Infrastructure); 10 (Reduced Inequalities); 11 (Sustainable Cities and Communities); 12 (Responsible Consumption and Production); 13 (Climate Action); 14 (Life Below Water); 15 (Life on Land); 16 (Peace, Justice and Strong Institutions); and 17 (Partnerships for the Goals). Lao PDR has also adopted the SDG 18: Lives Safe from UXO, as the country remains one of the most heavily bombed countries in the world and the presence of UXO continues to kill and injure many people and negatively affects the socio-economic development of the country.

Policy Framework	Description	Relevance to Lao PDR HCPD 2022-2026
UN Sustainable Devel- opment Cooperation Framework 2022-2026	The most important instrument for planning and implementation of UN activities at country level that is evidence-based and developed upon the Common Country Analysis and the evaluation of the 2017-2021 Lao PDR-UN Partnership Framework. Defined by four strategic priorities ²⁶ while ensuring alignment with the 9th NSEDP.	Strategic priorities 1 (People's Wellbeing); 2 (Inclusive Prosperity); 3 (Governance and Rule of Law); and 4 (Environment, Climate Change, and Resilience).
9th National So- cio-Economic Develop- ment Plan 2021-2025	The guiding document for national development priorities and strategies for 2021-2025, structured around six outcomes ²⁷ , developed with support from the UN through consultations with provinces, civil society, and development partners.	Outcomes 3 (Enhanced well-being of the people); 4 (Environmental protection enhanced and disaster risks reduced); 5 (Engagement in regional integration is enhanced with robust infrastructure and effective utilization of national potential and geographic advantages); and 6 (Public governance and administration is improved, and society is equal, fair, and protected by the rule of law).
National Urban Development Strategy 2021-2030	MPWT's vision for the next ten years, out- lining the foundations and priority activi- ties to make cities and urban settlements smart, beautiful, green, clean, peaceful, safe, and livable.	Basic services; WASH; sustainable urbanization; and climate change.
National Green Growth Strategy of the Lao PDR until 2030	Outlines key strategies to strengthen the "balance between economic expansion, environmental protection and social development to ensure the maintenance of high, stable, sustained and durable economic growth" through 7 priority sectors and 4 cross-cutting areas to integrate green growth into sectoral/local policies.	Green growth; natural resources management and resilience; climate change; and disaster reduction.
9-year Sectoral Development Strategy on Water Supply and Sanitation (2022-2030)	Aims to ensure constant growth, stability, greenness and sustainability in the water supply and sanitation sector, to also ensure effective implementation towards achieving the Sustainable Development Goals (SDGs) in 2030, and to implement the 11th Lao People's Revolutionary Party Congress Meeting's resolutions and the 9th NSEDP (2021-2025)	Access for all to safe water and improved sanitation
The Fourth-Five Year National Plan of Action on Gender Equality (2021-2025)	Integrates numerous national and international commitments, laws, strategies and plans to promote women's advancement and gender equality and the elimination of all forms of discrimination against women	Gender is one of UN-Habitat's four social inclusion dimensions and, as such, gender equality and the elimination of gender-based discrimination are priorities in UN-Habitat's programming.
National Strategy on Disaster Risk Reduc- tion 2021-2030	Consists of a vision and goals for 2030, seven key strategies and twelve objectives to achieve DRR, of which Objective 5 relates to the enforcement of building and construction codes. Each of these objectives also sets out the priority focus areas for implementation from 2021-2030.	Resilience, climate change and disaster reduction

²⁶ Four strategic priorities of the UNSCDF 2022-2026 are as follows: Strategic priority 1 (People's Wellbeing); 2 (Inclusive Prosperity); 3 (Governance and Rule of Law); and 4 (Environment, Climate Change, and Resilience).
27 Six outcomes of the 9th NSEDP are as follows: Outcome 1: Continuous quality, stable and sustainable economic growth achieved; 2: Improved quality of human resources to meet development, research capacity, science and technology needs, and create value-added production and services; 3: Enhanced well-being of the people; 4: Environmental protection enhanced and disaster risks reduced; 5: Engagement in regional integration is enhanced with robust infrastructure and effective utilization of national potential and geographic advantages; and 6: Public governance and administration is improved, and society is equal, fair, and protected by the rule of law.
28 The Government of Lao PDR, p.1.

2. Habitat Country Programme 2022-2026

Consultation

The following Ministries have been consulted in the development of the Lao PDR HCPD 2022-2026: The Ministry of Planning and Investment (MPI), the Ministry of Foreign Affairs (MOFA), the Ministry of Public Works and Transport (MPWT), and the Ministry of Natural Resources and Environment (MONRE). At the sub-national level, the Department of Public Works and Transport (DPWT), Nampapa State-owned Enterprise (NPSE), the Department of Natural Resources and Environment (DONRE), as well as relevant organizations such as LWU and LYU have been consulted. The following UN agencies represented in the UNCT have also been consulted to further strengthen the joint implementation of the UNSDCF 2022-26: UNDP, UNFPA, UNICEF, and UNIDO. Further, UN-Habitat's Regional Office for Asia and the Pacific and relevant Branches in UN-Habitat HQ were consulted to leverage the combined knowledge and capacity to support the implementation of this HCPD.

Focus Areas

The focus areas for the Lao PDR HCPD 2022-2026 have been identified and organized along three pillars reflecting three out of four strategic priorities of the UNSDCF 2022-2026 and the associated Theory of Change, assumptions and risks. The three pillars are those where UN-Habitat has committed to directly contribute, thus ensuring full harmonization and synergy with the UNSCDF 2022-2026. This section will therefore outline UN-Habitat's output areas as grouped under the UNSCDF 2022-2026: 1) People's Wellbeing, 2) Inclusive Prosperity, and 4) Environment, Climate Change and Resilience. UN-Habitat also supports the output areas such as Gender Equality, Women's Empowerment, and Human Rights under the Strategic Priority 3 (Governance and Rule of Law) of the UNSDCF 2022-2026 through ensuring gender-sensitive approaches and programming in all relevant interventions.

Focus Area 1: People's Wellbeing (Pillar 1 of the UNSDCF, focussing on WASH and Shelter outputs)



UN-Habitat's contribution to the Theory of Change:

If there are improvements in resilience to shocks, in the availability, affordability, sustainable access to, and utilization of safe water, and there are improved sanitation facilities, and positive hygiene practices are adopted across the rural-urban continuum, including during emergencies;

If the right to housing is safeguarded, enabling people, including vulnerable and displaced populations and those residing in remote areas, to have equitable access to shelter that is adequate, affordable and disaster resilient;

Then, by 2026, people, especially the most vulnerable and marginalized, will have more equitable and inclusive access to basic services such as WASH and Shelter including during emergencies.

Key Assumption and Risks

The key assumptions are that the Government of Lao PDR will continue to prioritise increasing investments in social sectors, along with the increasing absorptive capacity of institutions. The key risk factors to be considered are insufficient fiscal space, including delayed public financial management reform, and the limited human capacity of duty-bearers, in addition to the increased socioeconomic burden placed by the ongoing Covid-19 pandemic.

UN-Habitat's Interventions

UN-Habitat will continue to implement projects to improve basic services such as WASH through improved infrastructure and services across Lao PDR, including vulnerable rural communities in southern provinces, emergency and post-disaster settings, and as part of the Covid-19 response. In addition, WASH activities will be conducted in a gender sensitive manner, such as the construction of gender-segregated bathrooms, and thereby contribute towards the cross-cutting nature of the output on gender equality and women's empowerment under the Strategic Priority 3 (Governance and the Rule of Law) of the UNSDCF 2022-2026.

For housing and shelter, UN-Habitat's potential areas of intervention include supporting the Government of Lao PDR with data collection and Measuring, Reporting and Verification (MRV), assessments, and analysis of housing issues in urban areas, including Vientiane and other cities.

Alignment with UN-Habitat's Strategic Plan: the envisaged interventions will directly contribute to DOC1: Reduced spatial inequality and poverty in communities across the urban–rural continuum.

Focus Area 2: Inclusive Prosperity

(Pillar 2 of the UNSDCF, focussing on Urban Development and Planning and Financing for the SDGs outputs)



UN-Habitat's Contribution to the Theory of Change:

If evidence-based national, sectoral, and sub-national planning policies reflect territorial approaches, considering the challenges and opportunities of urban, rural, and remote areas;

Then, by 2026, people, especially the most vulnerable and marginalized, will benefit from more inclusive, resilient, and sustainable socio-economic opportunities to reduce poverty and inequalities including across the rural-urban continuum.

Key Assumption and Risks

The key assumptions are that returnee migrant workers will be absorbed into the local economy, with improved access to higher productivity employment and other economic opportunities, and that the economy will recover from the ongoing Covid-19 pandemic within the next few years. In the event of long-term economic scars from the Covid-19 pandemic, there is a risk of increased burden with the repayment of debt obligations, which could further limit the fiscal space and hinder the achievement of the SDGs.

UN-Habitat's Interventions

UN-Habitat will continue to support the Government of Lao PDR to achieve sustainable urban development through projects and non-project interventions, including the development of the urban sector strategy and planning frameworks such as the Urban Development and Housing Strategy 2021-2030, implementation of the NUA, facilitation of the LNUF, and improved planning and financing, among others. Other planned activities include promoting safer and more inclusive cities for women and girls through a joint project, which contributes to the output on gender equality and women's empowerment under Strategic Priority 3 of the UNSDCF 2022-2026. UN-Habitat's potential areas of intervention also include strengthening the capacity of the Government of Lao PDR to plan and implement sound urban infrastructure, such as people-friendly cities with green spaces, with involvement of communities.

Alignment with UN-Habitat's Strategic Plan: the envisaged interventions will directly contribute to DOC 1: Reduced spatial inequality and poverty in communities across the urban-rural continuum and DOC 2: Enhanced shared prosperity of cities and regions.

Focus Area 3: Environment, Climate Change, and Resilience (Pillar 4 of the UNSDCF, focussing on Green Growth, Natural Resources Management, and Resilience outputs)



UN-Habitat's Contribution to the Theory of Change:

If people and institutions, including the private sector, adopt a green growth model of development, including behavioural change, and there are incentives for climate finance and investment in the circular economy, and climate-resilient, low carbon, and environmentally responsible sectors;

If institutional, technical, financial, and human capacity to prevent, mitigate, adapt, anticipate, and prepare for, respond to, and recover from climate change impacts and disasters improve;

If there is enhanced risk-informed spatial planning, considerate of urban and rural contexts' specificities, and environmental safeguards are established, consolidated, and implemented to limit the environmental and social impacts of economic activity;

If there are improved data, monitoring and evaluation systems and capacities for planning and integrated resources management, pollution control and waste management, and disaster risk management;

If people can prepare for, mitigate and adapt to shocks and disasters through increased awareness, localized nature and ecosystem-based adaptation solutions and the use of risk data;

Then, by 2026, people, especially the most vulnerable and marginalized, and institutions will be better able to sustainably access, manage, preserve, and benefit from natural resources and promote green growth that is risk-informed, and disaster and climate-resilient.

Key Assumption and Risks

The key assumptions are that the Government of Lao PDR will continue to adhere to international commitments stipulated in its NDC, while global efforts to limit the impacts of climate change, and availability of green and climate finance will increase in the anticipation of more frequent hazards and disasters. The risks that must be considered are insufficient fiscal space, investments, and multi-stakeholder engagement and coordination in green growth and the environment particularly in light of the ongoing Covid-19 pandemic.

UN-Habitat's Interventions

UN-Habitat will continue to engage with the Government of Lao PDR to strengthen climate change adaptation, mitigation and resilience, Disaster Risk Reduction and natural resource management through many projects and non-project interventions. These include, but are not limited to, data collection and MRV, the development of climate change vulnerability and greenhouse gas assessments and action plans, the implementation of Urban Low Emission Development Strategies; climate adaptation and mitigation through small-scale water infrastructure; ecosystem-based adaptation and capacity building on climate and disaster resilience. Other potential areas of intervention include strengthening national disaster resilience in the areas of flood sensitive designs and planning. Climate change adaptation and mitigation will be taken into consideration in all UN-Habitat interventions.

Alignment with UN-Habitat's Strategic Plan: the envisaged interventions will directly contribute to DOC 1: Reduced spatial inequality and poverty in communities across the urban-rural continuum; DOC 3: Strengthened climate action and improved urban environment; and DOC 4: Effective urban crisis prevention and response.

UN-Habitat Value Addition

UN-Habitat's Headquarters and Regional Office provide a wide range of expertise and services which are at the disposal of the country office and partners in Lao PDR. The Catalogue of Services provides an overview of concrete measures and tools that support national governments, local and regional authorities and a variety of stakeholders to achieve the SDGs and implement the NUA. The relevant products can be adapted to the local Lao context. The catalogue is divided into the following sub-sections: Urban data, profiling, and monitoring; Participatory processes; Policy, legislation and governance; Planning and design; Land, housing, and shelter; Basic services and infrastructure; Economy and finance; Cities and climate change; and Capacity-building.

3. Alignment with Key International and National Frameworks

The alignment between the above-mentioned outputs and the UNSCDF 2022-2026, the 9th NSEDP 2021-2025, the UN-Habitat Strategic Plan 2020-2023, and the SDGs are summarized in the following table:

Table 2: Alignment with Key International and National Frameworks

Outputs	Alignment with UNSCDF	Alignment with 9th NSEDP	Alignment with UN-Habitat Strategic Plan	Alignment with SDGs
WASH and Shelter	Strategic Priority 1 (People's wellbe- ing)	Outcome 3 (Enhanced well-being of the people)	DOC 1 (Reduced spatial inequality and poverty in communities across the urban-rural continuum)	SDGs 5 (Gender Equality); 6 (Clean Water and San- itation); and 11 (Sustainable Cities and Communities)
Urban Develop- ment and Planning and Financing for SDGs	Strategic Priority 2 (Inclusive Pros- perity)	Outcomes 1 (Continuous quality, stable and sustainable economic growth achieved); 3 (Enhanced well-being of the people); and 5 (Engagement in regional integration is enhanced with robust infrastructure and effective utilization of national potential and geographic advantages)	DOCs 1 (Reduced spatial inequality and poverty in communities across the urban-rural continuum); and 2 (Enhanced shared prosperity of cities and regions).	SDGs 5 (Gender Equality); 11 (Sus- tainable Cities and Communities); and 17 (Partnerships for the Goals).
Green Growth, Natural Resources Management, and Resilience	Strategic Priority 4 (Environment, Climate Change, and Resilience)	Outcome 4 (Environmental protection enhanced and disaster risks reduced)	DOCs 1 (Reduced spatial inequality and poverty in communities across the urban—rural continuum); 3 (Strengthened climate action and improved urban environment); and 4 (Effective urban crisis prevention and response).	SDGs 5 (Gender Equality); 6 (Clean Water and Sani- tation); 11 (Sus- tainable Cities and Communities); 13 (Climate Action); 14 (Life Below Wa- ter); and 15 (Life on Land).

4. Implementation Arrangements

Coordination Mechanisms

At the national level, UN-Habitat will engage with MPI, MPWT, and MONRE on matters related to urbanization, climate change and basic services. At the sub-national level, UN-Habitat will work with DPWT, NPSE, DONRE and other relevant organizations, such as LWU and LYU for the implementation of the above-mentioned activities. Agreements of Cooperation with sub-national actors are to be continued as they have proven to be efficient and effective tools of project implementation while also supporting the Sam-Sang initiative.

UN-Habitat is an active member of the UNCT, which is chaired by the UN Resident Coordinator. As the output lead of Shelter and Urban Development in the UNSCDF 2022-2026, UN-Habitat will oversee the implementation, monitoring, evaluation and reporting of the progress of relevant projects, in addition to collaborating with other UN agencies through joint programmes.

Budget and Resource Mobilization

The successful implementation of the Lao PDR HCPD 2022-2026 is contingent on the availability of adequate resources. The estimated budget for the Lao PDR HCPD 2022-2026 is around 28 million USD of which approximately 10.3 million USD is secured and another 7.3 million USD is in the pipeline. UN-Habitat will continue to collaborate with donors, UN agencies and relevant development agencies for resource mobilization to raise the remaining 10.4 million USD to reach the 28 million USD target set out in the HCPD. In addition, enhanced cooperation and innovative approaches will be needed to encourage the involvement of wider development actors, particularly the private sector. Joint efforts are required from the Government of Lao PDR and the private sector to strengthen the Public-Private Partnership toward solving development challenges in the areas of mutual interest, as the NUA advocates for maximizing access to additional sources and improving the financial conditions for urban development. Additional resource mobilization in support of the implementation of the HCPD will be driven by specific requests from the Government of Lao PDR, including follow up phases of ongoing initiatives. Possible new projects on local planning support, housing, land management, smart cities, climate change mitigation and air quality will be explored with development partners including United Nations sister agencies. Policy advisory support has been requested for SDG localization, NUA implementation and monitoring including National Urban For a and urban policy formulation and is currently only partially funded.

Advocacy and Communication

Effective advocacy, communication, and outreach are essential to amplify the impact of the Lao PDR HCPD 2022-2026 and to support resource mobilization. UN-Habitat will produce knowledge management products on key issues such as urbanization and climate change and work closely with the UN Communication Group to increase advocacy²⁹. UN-Habitat will also develop and disseminate brochures, reports, presentations, press releases, and Information, Education and Communication materials among relevant stakeholders and partners for key projects or during global commemorations such as World Habitat Day, World Cities Day, and relevant UN meetings as required. Social media such as Facebook and Twitter will also be used where possible and relevant, and media coverage will be ensured for key projects and interventions through national newspapers and local websites.

Monitoring and Evaluation

Various internal and external monitoring and evaluation mechanisms will be applied to ensure best possible implementation of the programmes and projects set out in the Lao PDR HCPD 2022-2026. MPI and UN-Habitat will meet annually to review progress on the HCPD and to organise field visits to project sites. Field visits will be undertaken by MPI's Department of International Cooperation (DIC) and MOFA's Department of International Organisation (DIO). Other monitoring and evaluation mechanisms include the internal mid-term evaluation aligned to that of the UNSCDF 2022-2026 with the aim of measuring the relevance and fulfilment of the objectives, delivery efficiency and effectiveness, impact outlook and sustainability of the activities carried out, as well as best practice and lessons learned. At the country programme level, UN-Habitat will continue to be a member of the UN M&E group where jointly developed indicators are used to define and track the progress in the implementation of the major components of the programme, and also seek opportunities to collect, analyse and monitor urban data. UN-Habitat's projects which constitute the core implementation mechanism of the HCPD undergo constant monitoring and end of project evaluations. Larger and multi-year projects undergo mid-term evaluations. Aggregated summary reporting of the projects as well as overarching programme components of the Habitat Country Programme will be furnished to complement UN-Habitat's global annual reporting. Both reporting through UNSDCF results framework and programmatic reporting to UN-Habitat will serve as the measurement of success.

Annex 1: Work Plan (envisioned for 2022-2026 as of March 2022 including those completed in 2021)

			Alignment	Alignment	Alignment with N-Habi-	Alignment	Alignment with other	Budget (USD) in Thousand '000'					
Project title	Status	Donor	with UNSD- CF	with 9th NSEDP	tat SP	with SDGs	key global frameworks	2022	2023	2024	2025	2026	
"Protection and Services for Vulnerable Settlements, Migrants and Youth in Savannakhet and Champas- sak" (Joint Programme with UNFPA and IOM)	Ongoing	Swiss Agency for Devel- opment and Cooperation	Strategic Priority 1	Outcome 3	DOCs 1 and 4	SDGs 1, 3, 5 and 6	Paragraphs 29, 30, 34, 37 and 74 of NUA	310					
"Building Climate and Disaster Resilience Capacities of Vulnerable Small Towns in Lao PDR"	Ongoing	Adaptation Fund	Strategic Priority 4	Outcome 4	DOCs 1, 3, and 4	SDGs 5, 6, and 13	Paragraphs 77, 78 and 79 of NUA	600	1,900	2,000	1,000		
"Enhancing the Climate and Disaster Resilience of the Most Vulnerable Rural and Emerging Urban Human Set- tlements in Lao PDR"	Ongoing	Adaptation Fund	Strategic Priority 4	Outcome 4	DOCs 1,3, and 4	SDGs 6 and 13	Paragraphs 77, 78 and 79 of NUA	1,000	500				
"Urban Climate Change Resilience in the Cities along the GMS East-West Econom- ic Corridor in Lao PDR"	Ongoing	Green Climate Fund	Strategic Priority 2	Outcomes 1, 4, and 5	DOCs 2 and 3	SDGs 8, 9, 11, and 13	Paragraphs 49, 51 and 52 of NUA	100					
"Building Climate Resilience of Urban Systems through Ecosystem-based Adapta- tion (EbA) in the Asia-Pacific Region"	Ongoing	Global Environment Facility	Strategic Priority 4	Outcome 4	DOC 3	SDGs 11 and 13	Paragraphs 68, 69, 70, 71, 72, 73, 77, 78 and 79 of NUA		70				
"Encouraging Climate Adaptation and Mitigation Investments through Private Sector Engagement in Decentralised Wastewater Treatment Systems (DEWATS) and Small-scale Water Supply Infrastructure in Lao PDR"	Ongoing	Nordic Cli- mate Fund	Strategic Priorities 1 and 4	Outcomes 3 and 4	DOCs 1, 3, and 4	SDGs 6, 11 and 13	Paragraphs 77, 78 and 79 of NUA	120					

			Alignment	Alignment	Alignment with N-Habi-	Alignment	Alignment with other	Budget (USD) in Thousand '000'					
Project title	Status	Donor	with UNSD- CF	with 9th NSEDP	tat SP	with SDGs	key global frameworks	2022	2023	2024	2025	2026	
"Climate Change Vulnerability Assessment and Guidelines for Community-Based Sustainable Environmental Management" (GoAL Waters LAO PDR)	Ongoing	UNDP	Strategic Priority 4	Outcome 4	DOC 3	SDGs 6 and 13	Paragraphs 68, 69, 70, 71, 72 and 73 of NUA	60					
"Safer Cities: Interventions against the recent commu- nity outbreak of Covid-19 in Lao PDR: Focusing on Quar- antine, Isolation, Protection Shelter, Health Centres and Communities at Risk" (Joint Programme with UNFPA)	Ongoing	Government of Japan	Strategic Priorities 1 and 3	Outcomes 3 and 6	DOC 1	SDGs 5, 6 and 11	Paragraphs 29, 30, 35, 77 and 78 of NUA	410					
"Technical and Institutional Capacity Building Interven- tions for the Reduction of Climate Change-induced Flooding" (under "Building Resilience of Urban Popula- tions with Ecosystem-based Solutions in Lao PDR")	Ongoing	Green Climate Fund	Strategic Priority 4	Outcome 4	DOCs 3 and 4	SDG 13	Paragraphs 77, 78 and 79 of NUA	130	100				
Building National Vulnera- bility and Risk Assessment capacity	Pipeline	Green Climate Fund	Strategic Priority 4	Outcome 4	DOCs 3 and 4	SDG 13	Paragraphs 77, 78 and 79 of NUA		200	1,000	800		
"Enhancing Adaptive Capacity and Building Resilient Shelter in Vulnerable Communities of Lao PDR"	Pipeline	Adaptation Fund	Strategic Priority 4	Outcome 4	DOCs 1, 3, and 4	SDGs 6 and 13	Paragraphs 77, 78 and 79 of NUA		1,300	1,500	1,000	1,000	
Urban planning in District Towns	Pipeline	Adaptation Fund	Strategic Priorities 2 and 4	Outcomes 4 and 5	DOCs 1, 3 and 4	SDGs 11 and 13	Paragraphs 77, 80, 101 and 102.		500	500	500	500	

		Alignment	Alignment	Alignment with N-Habi-	Alignment	Alignment with other	Budget (USD) in Thousand '000'					
Project title	Status	Donor	with UNSD- CF	with 9th NSEDP	tat SP	with SDGs	key global frameworks	2022	2023	2024	2025	2026
Support to NUA NUA monitoring			Strategic Priority 2	Outcomes 4 and 5	DOCs 1,2,3 and 4	SDGs 6, 11 and 13	NUA		25	25	25	25
Support for Lao National Urban Forum			Strategy Pro- file 2	Outcomes 4, 5 and 6	DOCs 2, 3 and 4	SDGs 6, 11 and 13	Paragraphs 15, 21 and 29 of NUA		25	25	25	25
Development of a profile of housing in urban areas (Data collection and analysis)			Strategic Priority 1	Outcome 5	DOC 1	SDG 11	Paragraphs 31-34, 36, 46, 77,105, 107, 109 and 111 of NUA			50	50	
Solid waste and wastewater management in urban area			Strategic Priority 4	Outcomes 4 and 5	DOC 1	SDG 11	Paragraphs 34, 71, 74 and 119 of NUA			1,000	500	500
Support for implementation of the Water Supply and Sanitation Strategy			Strategic Priority 1	Outcomes 2, 3 and 4	DOC 1	SDG 6	Paragraph 34, 119, and 120 of NUA		500	500	500	500
Additional Resource Mobilization in follow up to existing projects and new projects on local planning support, housing and housing legislation, land management, smart cities, climate change mitigation, adaptation, air quality and related infrastructure; policy advisory support for SDG localization and monitoring.								600	1,000	1,000	1,000	3000
Approximate total annual programme portfolio								3.33M	6.12 M	7.6 M	5.4 M	5.55M
TOTAL FUNDING									28	3.00 mill	ion	

Project title St			Alignment	Alignment with N-Habi-	Alignment	Alignment with other	Budget (USD) in Thousand '000'					
	Status	atus Donor	with UNSD- CF	with 9th NSEDP	tat SP	with SDGs	key global frameworks	2022	2023	2024	2025	2026
	Reference: Projects completed in 2021											
"Accelerating Climate Action through the Promotion of Urban Low Emission Devel- opment Strategies Project (Urban-LEDS II) in Lao PDR"	Completed	European Union	Strategic Priority 4	Outcome 4	DOC 3	SDGs 7, 11 and 13	Paragraphs 67 and 75 of NUA; the Par- is Agreement on climate change					
"Secure Access to Land and Resources (SALaR) in Lao PDR"	Completed	Federal Ministry of Economic Co- operation and Development	Strategic Priority 4	Outcome 4	DOC 3	SDG 13 and 15	Paragraph 35 of NUA					
"Rehabilitation and Recon- struction of Housing Sector in Flood Affected Areas of Lao PDR"	Completed	Government of Japan	Strategic Priorities 1 and 4	Outcomes 3 and 4	DOCs 1, 3 and 4	SDGs 3, 6 and 13	Paragraphs 35 and 38 of NUA					

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